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ABSTRACT

This document presents witness testimony and prepared statements from the Congressional hearing. Statements are included from Representatives Claude Pepper, Carl Perkins, Charles Hayes, and Nick Rahall. Witnesses providing testimony include: (1) Joseph Fernandez, Superintendent of Dade County Public Schools, Florida; (2) Nan Rich, who describes Dade County's Home Instruction Program for Preschool Youngsters; (3) Pat Tornillo, executive vice president, United Teachers of Dade County; (4) Larry Adams, vice president of economic development, Florida Power and Light Company; (5) T. Willard Fair, president and chief executive officer, Urban League of Greater Miami, Inc., Miami, Florida; (6) Nancy Peck, National Dropout Prevention Network, University of Miami Center for Dropout Prevention; (7) Francena Thomas, District Advisory Council on Dropout Prevention, Metro-Dade Police Department; (8) Marvin Dunn, director, Academy for Career Education, and associate professor, Florida International University; (9) Guarione Diaz, president and executive director, Cuban-American National Council; (10) Raul Martinez, executive director, Aspira Association; (11) Marci Lindemann, 1987 Teacher of the Year; (12) Barbara Gothard, director, corporate relations, Burger King Corporation; and (13) Charlotte Greenbarg, president, Dade County Council PTA/PTSA and first vice-chairperson, Dade County Commission on the Status of Women. Also included are statements from seven students: Mackie Barnes, Michael Oquendo, Ginette Louis, Luis Collazo, Sadilia Williams, Sharon Fuller, and Roy Carter. Prepared statements, letters, and supplemental materials are included. (NB)

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HEARING ON H.R. 670, THE SCHOOL COMPLETION AND INCENTIVES ACT

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HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

HEARING HELD IN MIAMI, FL, FEBRUARY 13, 1989

Serial No. 101-40

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H.R. 670, THE SCHOOL COMPLETION AND INCENTIVES ACT

MONDAY, FEBRUARY 13, 1989

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND
VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Miami, FL.

The subcommittee met, pursuant to call, at 9:45 a.m., in the County Commission Chambers, Miami, Florida, Hon. Claude Pepper [acting chairman of the subcommittee] presiding.

Members present: Representatives Pepper, Perkins, Hayes, and Rahall.

Staff present: June Harris, legislative specialist.

Mr. PEPPER. The subcommittee will come to order, please.

I am very proud today to have here as our guests three distinguished Democratic members of the House Committee on Education and Labor and of the Subcommittee on Elementary, Secondary, and Vocational Education. The senior on the committee is the Honorable Charles A. Hayes, Democrat of Chicago, who has had an illustrious career in his own great city, and who has been a very powerful voice for civil rights, for human rights, and for education and prevention of school dropouts in the House of Representatives. He is a very cherished friend of mine, and I am most grateful to him for being here to lend his presence to us on this occasion. He will have an opportunity to make any opening statement he would like to make in a short time.

Another of our distinguished colleagues joining us today is the Honorable Carl Perkins of the State of Kentucky, a Democrat, illustrious son of a very illustrious father, Carl Perkins, who was, for many, many years, a distinguished Member of the House of Representatives. When the distinguished senior Carl Perkins died, he was succeeded by Carl Perkins, Junior, who honors us with his presence here today. He was then only 30 years old, just 5 years older than the Constitution enabled him to be a Member of the House of Representatives; the Constitution provides for 25. He has made an illustrious record as a supporter of education and human rights and all the things that mean more to make life healthier and happier for the future of this country. So we are very grateful to the Honorable Carl Perkins for being here with us today.

Also, we are honored to have with us the Honorable Nick Rahall of West Virginia. Mr. Rahall is a long time and close friend of mine, and he is known in the House of Representatives as the elo-

quent champion of the coal industry, the main industry of his State. He eloquently defends and protects the interests of that great industry in the House. In addition to that, he is a very valuable member of this Subcommittee on Elementary, Secondary, and Vocational Education, and we are proud to have him and his manifested interest in this subject to honor us with his presence here today.

I am going to make a little statement, and then each one of these distinguished gentlemen will have an opportunity to make any such opening statement as he would like to make. I am particularly indebted, as we all are on this committee, to the Superintendent of Public Instruction of Dade County, the Honorable Joseph Fernandez, who has been instrumental in helping me draft this legislation that is the subject of our hearing today and has been most helpful in putting together this hearing.

Also, lending very valuable assistance has been Dr. Marilyn Neff, who is assistant superintendent of public instruction of Dade County; and, incidentally, my colleagues, we have one of the largest public school systems in the country; I believe ours is about the third largest school system in the United States. We have also had, lending assistance here, Dr. George Koonce, and Dave Arnett, and Tom Cerra. They have all been extremely helpful in putting together this hearing today.

The President, in his inaugural address, said last Thursday evening—maybe most of you heard it on the TV and radio—"I want to cut the dropout rate and make America a more literate nation." So it shows that at the highest level of our Government there is great concern about this serious problem of dropouts.

In responding to the address of the President, the Honorable Lloyd Bentsen of Texas, the United States Senator, said the following: "Right now, 25 percent of our youngsters won't finish high school; 25 million Americans can't read the warning labels on a bottle of poison." It shows also the great concern of one of the prominent members of the Senate, the recent Democratic nominee for Vice President.

Also speaking in response to the President's address, the distinguished Speaker of the House of Representatives said, "Since 1980, the Federal investment in education has actually declined by 12 percent." From the President on down, the need, and the emphatic need, of doing something about the school dropout problem is manifest.

Unfortunately, Federal assistance has diminished, as said here by the Speaker, by 12 percent. In his budget message, the President also said, "The longer our graduation lines are today, the shorter our unemployment lines will be tomorrow." Unfortunately, the President did not put resources where his rhetoric took him in this important matter.

We need to make a bold statement of our national commitment to universal education. We must set goals toward improving our high school completion rates. We must insist that States make plans to meet those goals, and we must see that the Federal Government provides its share of the needed funding. That is the idea behind the bill that I've introduced, H.R. 670, which is the subject of this hearing today.

In Dade County, 45 percent of our black children finish high school, and 47 percent of our Hispanic children. So the tragedy is that those youngsters—and we are going to hear from some students who are here today—are going to be handicapped the rest of their lives by not having an opportunity to finish school.

About one-quarter of our children do not finish high school. The problem is especially severe in our inner cities, where dropout rates are nearly double the national norm. Conservative estimates suggest that one million children drop out of school each year. The children who drop out face serious obstacles. Dropouts earn only 78 percent of the average wages of those with high school degrees. They are more likely to lose their jobs, when they have them, and to be relegated to the lowest paying, lowest status occupations. Only three-quarters of the men who drop out participate in the labor force, whereas 90 percent of the those who finish high school hold a job or are looking for one.

The children of dropouts are likely to be poor and to drop out themselves. Only 7 percent of the children live in poverty if both parents are high school graduates, but about 40 percent are poor if the parents are dropouts. So if a boy and girl drop out of high school, they are not only flattening the hopes for their own futures for jobs, and for decent pay, and for a decent standard of living, but the chances are, they are condemning their children to a similar deprivation as well. Only 7 percent of the children, I repeat, live in poverty if both parents are high school graduates, but about 40 percent are poor if the parents are dropouts.

Society, therefore, pays a price, too, in misery and weakened economic growth, in increased crime, drug use, welfare dependency, and the perpetuation of inequality. The injuries to the social and moral fabric of America create a tangible burden: increased welfare payments, unemployment compensation, health- and crime-related expenditures, lost tax revenues, reduced national productivity and competitiveness.

I was in Tokyo, Japan, a little bit ago, and I had a briefing from our people there. They told us that Japan for some time has required all of its students to stay in public school until they graduate from high school. That means they are trying to stay ahead of us. That means we are going to be condemned to stay behind if we don't give similar training to our students.

One-half of all the boys and girls in America don't go to college and never will go to college, because if they don't graduate from high school they are ineligible to go to college, nor do they have any kind of special training. That means almost half of Americans are handicapped in the competitive life of our nation with other nations of the world. That means we are going to have to carry them largely on our backs. That means we are fighting with our hands tied behind us.

Dade County is in many ways an appropriate site for this hearing. All of the challenges, all of the problems associated with dropping out, can be found here: economic, cultural, and linguistic barriers to academic success, drugs, teen pregnancy, a diverse population of white Americans, African-American, Hispanic-Americans, and new immigrants from Haiti and Nicaragua arriving daily.

A 1985 Dade County study showed alarmingly low completion rates. The study revealed that 29.5 percent of eighth graders drop out before graduation. Nearly a third of the eighth graders drop out before graduation. Less than half of the minority students, as far as this community is concerned—blacks, and Hispanics, and others—are graduating; 44.1 percent of blacks and 46.8 percent of Hispanics—those are the correct figures—are graduating from our high school. That is less than half of those groups who are graduating.

It is not just the problem that brought our attention to Miami. The challenges here are being met with animation and, indeed, cooperation. Dade County Public Schools, in partnership with parents and teachers and an enlightened business community, organizations, and the State of Florida are taking steps that should serve as a model for other communities, and it is exemplary.

Last Friday, Vice President Quayle visited an elementary school here, and in a few weeks Senator Kennedy will visit as the chairman of the Senate Committee on Labor and Human Resources.

Today, we have a distinguished group of witnesses, including a panel of students. We will hear from school administrators, teachers, parents, corporate and community leaders. We need to understand why kids drop out and why we should be concerned, which programs work and which don't, and what role the Federal Government should play.

I want to make it clear that the program of this bill is to have the Federal Government assist the States. This is primarily a State responsibility, but it is also an obligation of the Government. We are a nation as well as an aggregation of States, and so the Federal Government is just as obligated, it seems to me, as the States are to try to help solve this problem that has so much to do with the future of our people.

Now I am pleased to invite one of my distinguished colleagues, Mr. Perkins, on my left. Would you care to make any opening statement?

Mr. PERKINS. I would be pleased to, Mr. Chairman.

It is a great honor, indeed, to be with you today here in Miami, and it is a great honor personally to be allowed the privilege of being here by Mr. Pepper. Mr. Pepper, as you all know, is not just a resource here in Dade County, he is a national resource that we all look upon as something very special to us all. Indeed, with that very clarity of vision that he has demonstrated time and time again, he has invited us here to talk about a problem that has become increasingly evident as we have looked and seen the problems of modern society.

Recently, in the Congressional Record, I noticed that the distinguished chairman, Mr. Pepper, inserted an article detailing the completion rate of high school at the beginning of the century. I thought it was quite interesting. Apparently, in the early part of the century we were doing around 7 to 9 percent in completion of high school. We came up, we seemed to peak somewhere around 78 percent, and we fell back down to around 75 percent. Well, as he mentioned today, as we have stated today, the Japanese are going 85 percent.

You know, it is terribly important in all phases of our society, whether you are in an urban area, whether you are in a rural area, to have the competitive tools to be able to compete in the future.

My distinguished colleague, Mr. Hayes, has labored strenuously in the last number of years on a variety of pieces of legislation. In fact, he eventually did get a Dropout Prevention Act inserted into a major piece of legislation that we were able to pass in the last Congress. He worked long and hard on that particular provision, and Mr. Hayes certainly deserves a large amount of credit for the work that he has done in the past in this area.

This is not something one bill or one effort is going to change, it is going to be something that has to be done in a variety of different ways in different areas. It has got to be a concentrated, holistic—if I could use that word—type of effort that develops from the people of society from literally the first years onward, and it takes care of nutrition, it has to do with basic services that children have to receive if they are going to be able to compete in today's world.

Those are some of the thoughts that at least this Member is looking at at this stage, and, again, it is a great honor to be here with the distinguished chairman, and certainly I know our colleagues here on the left, Mr. Rahall, my very close personal friend, and Mr. Hayes, my very close personal friend, have strong feelings and have made strong efforts in the past to try to assist on this problem, but the problem is still there, and we have got our homework to do.

Thank you, Mr. Chairman.

Mr. PEPPER. I want to emphasize and corroborate the statement that my distinguished colleague, Mr. Perkins, has made about the leadership in this cause in the House of Representatives that has been taken by the distinguished gentleman from Chicago, Mr. Hayes.

We are delighted to have you here.

Mr. HAYES. Thank you, Mr. Chairman, but let me commend you for scheduling this hearing.

When my office first advised me that you were having the hearing in Miami and asked me if I could join with you as a member of this committee, I didn't even ask what the committee was; I said, "Sure. Put me down. I'll go and make the arrangements."

I want you to know that, along with my colleagues, I appreciate the remarks from Congressman Perkins. This is an issue that I think our whole nation has to become really concerned about.

My district in Illinois, in Chicago, somewhat parallels yours here in Dade County when it comes to the kids in the inner high school who don't stay long enough to get a diploma. It hovers right around 50 percent of the kids who get out of high school but don't stay long enough, for one reason or another, to graduate. I think this is actually an expansion and extension of the bill that I introduced and which we will reintroduce this year, certainly in terms of dollars.

When I look here and see $1 billion a year matching grants to the States, that is certainly far beyond the $50 million that they drew up as they try to reduce the deficit and find measures to do it. We can't do it at the expense of the education of our students,

and I am glad to see you speaking out and am glad to join with you, because this is the best defense that this nation can have for our future. It rests on how we educate our young to become leaders, to become the ones who police this nation of ours, and, God knows, I am here. It was stupid, they said, for me to come to Miami and only stay one night when it is snowing in Chicago, but that is all I can stay. I have to leave this afternoon.

[Laughter.]

Mr. PEPPER. Thank you so much.

Now my distinguished friend, Mr. Rahall. He is not only a great champion of coal, but he is great champion of human rights.

Mr. Nick Rahall.

Mr. RAHALL. Thank you very much, Mr. Chairman. It is indeed an honor for me to once again be in the area that you so ably represent in the halls of the United States Congress and to be at this important hearing today with you.

You know, Senator Pepper has long had the reputation as a champion of our nation's senior citizens, and it goes back, as he has told his colleagues, to his first days in the Florida legislature when he introduced a bill to abolish the fishing license fee that senior citizens had to pay. That bill became law before Senator Pepper was 30 years of age, and it has been that long that he has fought so hard for our Nation's senior citizens. And many may ask the question now, why is he taking such a leading role, as he is, in education and in the efforts to educate and to keep in school our Nation's youth? I think it is best summed up by Senator Pepper's own quote when he introduced this bill and he told his colleagues on the Floor of the House of Representatives, when he was quoting Aristotle, "Education," he remarked, "is the best provision for old age," and certainly that is very appropriate and explains the Senator's interest and devotion to the education issue and the keeping of our children in our nation's schools.

Education is important not only for old age, it is important for our national defenses. While I am a new member of this committee and just learning the priorities and the challenges and the crises that face education in this country, I have for a long time in the Congress, as a 12-year member of that body, known of my colleague from Illinois, Mr. Hayes. Not only has he been on the leading edge of this issue but way ahead of our colleagues in the Congress as far as trying to address the dropout prevention problem, knowing the issues, and being able to lead his colleagues into this arena. Indeed, Representative Hayes has led the administration into the arena of addressing this issue, as Senator Pepper said, which was addressed by our President last Thursday night.

So I conclude by saying it is a delight to be in Senator Pepper's district and to be in an area that he has done so much for in the Congress of the United States. While helping our country, he has never forgotten about the people back here in his Congressional district, and that work and that effort are demonstrated all over Miami, as I see every time I am down here.

Mr. PEPPER. Thank you very much.

If I have unanimous consent to do so, I offer for the record a little article that I had in the Miami Herald yesterday entitled, "Our serious school dropout problem." Is there objection? If there is not, I will offer that for the record.

[The article follows:]

Our serious school dropout problem

By CLAUDE PEPPER

If the future of a nation lies in its youth, then the years ahead could be very bleak for America. By conservative estimates the U.S. educational system is producing between 750,000 and 1 million high school dropouts annually. About one-quarter of our children fail to finish high school, and the dropout rate is not getting better. While Americans are rightly concerned about budget deficits, I fear that a far worse deficit, with ominous consequences for our national well-being, is developing in the education of our young people.

Throughout my political career, beginning in 1928 when the Florida Legislature approved my bill to exempt the elderly from fishing-license fees, I have been closely identified with the rights of senior citizens. Yet it's natural that I'm also interested in the education of the young. As Aristotle wrote, "Education is the best provision for old age."

In Florida we have a serious problem. Some 40,000 students drop out of school each year; only six out of 10 earn a high school diploma. Minority students are even less likely to complete their education. In Dade County only 44 percent of black students and 47 percent of Latin students graduate.

These students are choosing, at an age still too young to fully understand the implications, a lifetime of failure, frustration and poverty. Dropouts are likely to be unemployed or confined to low-paying jobs. In 1985 more than 76 percent of the men who dropped out of high school were employed while 90 percent of those who finished their secondary education held a job. Dropouts who found jobs received an average wage that was 25 percent less than high school graduates and 44 percent less than college graduates. Moreover, the children of dropouts are born with disadvantages that may be insurmountable. About 40 percent of these children lived below the poverty line compared to 7 percent of high school graduates. And the children of high school dropouts are themselves three times more likely to leave school before graduation.

Although it is difficult to quantify the extent of social damage that is caused, it is clear that we are paying a heavy price. We suffer from wasted educational opportunities and weakened economic growth, from increases in crime, drug use, welfare dependency and social stratification. In the end these injuries to the social and moral fabric of America create a far more tangible burden: increased welfare payments, unemployment compensation and health- and crime-related expenditures. The total cost is about $11.5 billion a year.

Dropouts also produce less than high school graduates, reducing our overall gross national product and our ability to compete in international markets. The one million students who leave school this year will cost the economy $68 billion in lost tax revenue during their lifetimes. They will also diminish our future GNP by $228 billion. Even if we could recapture just a fraction of those lost wages, perhaps 25 percent, dropouts would be transformed from people who drain our social resources into individuals who contribute an additional $70,000 to the economy during their working years.

I believe that our dropout rate is contributing to the precariousness of our once-secure technological leadership. While the number of high school graduates in the United States has been declining ever since 1969, our competitors are successfully educating their youth. More than 90 percent of the young people in Japan, for example, graduate from high school. We can't design and produce the next generation of supercomputers with a nation of dropouts.

I recently introduced legislation that would make it a national goal to increase substantially our national high school completion rate by the year 2000. It would require states to adopt a plan to double their number of high school graduates over a 10-year period beginning in 1990. To accomplish this, the legislation authorizes $1 billion a year in matching grants to the states. The states would have to spend at least 40 percent of the funds in schools with high dropout rates, low achievement scores or a substantial enrollment from families below the poverty line. It also increases to $3.6 billion previously authorized funds for special dropout prevention programs.

Local people are best qualified to meet these goals. Young people leave school for many reasons — disrupted family life, teen pregnancy, language problems, academic failures, drugs, economic incentives, lack of role models. Therefore, we must develop a variety of approaches. I want to see programs that coordinate workfare, counseling, remedial instruction, drug prevention and new disciplinary methods.

In our efforts to trim the national deficit, there are some causes that we cannot afford to neglect. After so many years of mortgaging our future for the present, it is clear that we will leave tomorrow's generation a wide array of complex social, economic and environmental problems. We have an obligation to ensure that they are more ably prepared to meet those challenges.

Rep. Claude Pepper, Miami Democrat, wrote this article for The Herald.

DROPOUT HEARING

The U.S. House subcommittee on elementary, secondary and vocational education will hold a hearing on the school dropout problem and a dropout prevention bill introduced by Miami Congressman Claude Pepper at 9:30 a.m. Monday in the Dade County Commission chamber. Witnesses will include representatives of the Dade County School Board, students, classroom teachers, private industry and community leaders.

FOR FURTHER INQUIRY

TEACHING VALUES IN PUBLIC SCHOOLS: Two afternoon sessions on values and the schools will be held Feb. 27 and 28, as part of the Southeast Banking Corp. Foundation's second annual joint conference with the University of Miami on Ethics and Society.

The Monday session will be on campus, from 2 to 5 p.m. at the Law School Auditorium. Professors Robert Fullinwider of the University of Maryland and George Sher of the University of Vermont will speak.

The Tuesday session will be from 2 to 5 p.m. at the Southeast Bank building downtown, in the auditorium on the fourth floor. Al Shanker, president of the American Federation of Teachers, and Professor D.C. Phillips of Stanford University will speak.

The symposium, coordinated by the UM Philosophy Department, includes follow-up discussions.

The public is invited.

Mr. PEPPER. Now we have a long list of witnesses here. They are very important witnesses, every one of them. If I may suggest so, I will ask the witnesses to incorporate their written statement, if they have one, in the record and summarize the testimony that they would like to give, because no doubt we will want to ask them some questions.

Our first distinguished witness is Dr. Joseph A. Fernandez, and he will please come up. He will be accompanied by Dr. Marilyn Neff and then by Mr. Pat Tornillo. Ms. Neff is assistant superintendent of Dade County Public Schools, and Mr. Pat Tornillo is our distinguished local representative, executive vice president of United Teachers of Dade County.

Dr. Fernandez.

STATEMENT OF DR. JOSEPH A. FERNANDEZ, SUPERINTENDENT OF SCHOOLS, DADE COUNTY PUBLIC SCHOOLS, ACCOMPANIED BY GEORGE KOONCE, STUDENTS AT RISK PROJECT

Mr. FERNANDEZ. Mr. Chairman, with your indulgence, we had our first dropout. Dr. Neff slipped and broke her kneecap, so she will not be able to be here, but Dr. George Koonce, who is part of the project Students at Risk, with your permission, will substitute for her.

Good morning. First of all, let me thank you for coming to Miami. It is nice to have you back home, Mr. Chairman.

Let me just very quickly tell you about some of the important things that happened, because Mr. Pepper is part of our delegation to the Federal Government. This past year, we passed one of the largest bond referendums in the history of this country for capital construction, $980 million; 72 percent of the senior citizens in this community voted for it. That was the largest percentage of people that voted for the bond referendum, and it is no small tribute to the chairman that he got out there and spoke on our behalf in terms of the referendum. So again we publicly thank you, Mr. Chairman.

That will allow us to build 49 new schools and modernize and bring up to date 260 existing schools. That is very important to us, particularly in terms of what this community is like. Every day, I get 45 Nicaraguan students, every single day; that is two classrooms a day. Over a period of a month, we get a little bit less than an elementary school full of Nicaraguan students, and that has a tremendous impact on everything we are trying to do here, including the dropout issue. I think it exacerbates the problem and makes it a little more difficult.

Let me, if I could, for the record, correct some of the data that are given in terms of dropouts. We feel good about what is happening here, and we think we may have part of an answer. We are not sure, the jury is still out on this thing, but we think we may have part of an answer. We count our dropouts two ways; we do it legitimately, not like many districts that count the kids only that are in the twelfth grade and who is there at the end of the twelfth grade. We take longitudinal studies and take it at a time and place, who is in the eighth grade, and we follow those kids all the way through through the twelfth grade, and we lock them in. So we see

who is with us at the end when it is time for graduation unless their educational records have been requested by another educational institution or unless, unfortunately, they have passed away. Those are the only two reasons we would take them out of the study.

When we started the study back in 1980, we ran it from 1980 through 1985. We had a 29.5 percent dropout rate. We have just done the study from 1982 through 1987, and we have reduced the dropout rate from 29 to 24.5, and we think part of the reason that that has occurred is some of the things that I want to tell the committee about.

We have embarked on a thing that we call school-based management decision-making where, literally, we are letting the schools at the local level, the people that are right there in the front lines facing their students day in and day out, dealing with their community day in and day out, coming up with solutions to their at-risk problem, and we identify students. Every school in our district gets a profile at the beginning of the year that tells them about their students grades 4 through 12, and it identifies for them students that are potentially at risk.

We have a profile of an at-risk kid, and there won't be any mystery to it. You all would, I think, buy into it: teenage pregnancy, gang activities, substance abuse activities, poor grades, poor attendance, tardiness, alienation at home, and the list goes on. But if you had so many of these characteristics, you would fall into this at-risk list, this profile. So every school knows up front who the students are that they have to do some intervention strategies with.

We basically have told the schools, "Devise the kind of strategies you want to do; don't let us get in your way; don't let the central office get in your way or the State Department, or the Feds, for that matter, get in your way, but tell us what it is you have to do at your school, and come up with the programs that you think you have to do at your school."

As a result of that, we think a lot of creative things have occurred at various schools. At the senior high schools, for example, one of our schools discovered—and you took some interest in this a year or so back, Congressman Pepper—one of our schools discovered what they call the Trans-Am syndrome, and that is that kids have to leave school in order to buy a Trans-Am, to have a car. It is part of the culture of that particular school. So we have a high dropout rate for students that leave to go to work.

They discovered that one way to combat that was to expand the school day. Instead of having the traditional seven-period day—because many of these kids are working until 12 or 1 o'clock in the morning, and then they don't make it to school at 7:00 or 7:30 in the morning, when our senior high schools start—they have expanded the school day to a 14-period day. That has a dramatic impact on the number of kids who were dropping out from that school.

Another school created a night high school, not an adult center but a night high school, where it was an expansion of the school day for the students that had to attend school at night and, at the same time, could participate in some of the activities during the day.

The Teachers As Mentors Program, one on one, where I, as the teacher, would be assigned to one of those at-risk kids that is identified on the profile, and I would act as big brother or big sister to that particular student even though that student may not be in my class, but it is a one-on-one relationship, somebody there when you need them, somebody to help you get through the tough times of going through high school, particularly if you came from a situation where you had some of the characteristics of an at-risk kid.

Those are some of the things that they have come up with; business people serving as mentors. You have behind me Mr. Fair, that you are going to hear from a little bit later on. He is the chief executive officer of our Urban League. He serves as a mentor for some kids in some of the schools. Those are the kinds of programs that have really been having an impact.

But beyond that, we have some other things. We have come up with the realization that we have to get at these kids earlier. You can't wait until they are in high school to get at them. At that point, all you are doing is intervention strategy, you are not doing anything to really change anything.

So we have decided that the best thing for us in this district is to get at these kids in the elementary school. We have put in place 107 pre-k programs for three- and four-year-old disadvantaged kids. That is one of the things that we support wholeheartedly. It is one of Senator Kennedy's bills, as you know, "Smart Start," that we think would help this problem long range, it is a long-range view.

The other thing we have done is, we have put school-within-school projects in our schools where they have identified the at-risk kids and they have created smaller class sizes, a cooperative learning model where a group of teachers follows the kids all the way through. They have their team of teachers that they are working with, with a smaller student/teacher ratio.

Then beyond that, we have created what we call comet labs in the elementary schools, and each school has developed their own model. Basically, it is a career lab, where they identify these at-risk students, start working with them early on, and start getting them interested in various careers, and try to instill in them the importance of going on and getting an education.

We have a repo program, which is to go out and get the people that have dropped out and bring them back into the school. When you talk to some of the students later today, you will hear some of them that were brought back into the school system, to try to get them to get their high school graduation.

The other thing is, we have to start as public educators pushing kids out. We are one of the biggest criminals of this thing, where we take kids out that are not functioning in the normal setting and we push them out, we make them drop out. What we have tried to do in this district is create alternative learning environments, alternative learning centers, where it would have an impact.

I am a firm believer that a kid shouldn't be disturbing the education of the other kids that are in school and want to learn, but, by the same token, we should not be putting those kids out in the street; we just add to the problem.

The bottom line, I guess, if I have any advice, if you want some advice from the superintendent, is that it is much easier, I think,

for us to deal with the problems now rather than later. I think almost all of you said it in your opening statements, that these are the same kids that do not become productive citizens in our community. They end up, children having children, if you will; they are children that will end up in welfare. We have to turn that cycle around somehow, and I think one of the ways of doing it is by doing it early. You pay a little bit now or pay much more later, and that is really the bottom line.

I thank you for the opportunity to testify before this committee. If there are any questions, I would be glad to respond to them, Mr. Chairman.

Mr. PEPPER. Dr. Fernandez, to what age does our compulsory education law with respect to the public schools now apply?

Mr. FERNANDEZ. Sixteen years old.

Mr. PEPPER. And generally that is what grade?

Mr. FERNANDEZ. Our students start dropping out anywhere between the eighth and twelfth grade, normally speaking. But you will have some students that will leave you before then, and then it is our job, through the visiting teachers or through the student services, to try to recapture those students. But normally your biggest portion of dropouts occurs between the eighth and tenth grade.

Mr. PEPPER. Eighth and tenth grade.

Mr. FERNANDEZ. Between the eighth and tenth, yes.

Mr. PEPPER. Now if a student below 16 or 17, whatever the maximum age in the compulsory education law is, doesn't go to school, he is required to go to school, isn't he?

Mr. FERNANDEZ. Yes, he is.

Mr. PEPPER. If we were to extend that law to high school graduation, do you think we could keep them in school?

Mr. FERNANDEZ. I don't know, Congressman. I know what you are leading to, to the mandatory 18-year requirement age. I am not sure that that necessarily will get at the problem. I think what we have to get away from is the concept that high school is going to take four years. For some students, high school may take more than four years, and we have to be able to be flexible enough to build those kinds of programs.

What I think we need is a partnership, if you will, with the Federal Government, where they recognize programs that are working and make them available to other districts throughout the country. There is no sense reinventing the wheel if Chicago has a particular program that I can take, massage a little bit, and make it work here in Dade County or, for that matter, if we have some programs that are replicable.

The other thing is, there has to be some incentive, some more incentives for the business community. One of the best dropout prevention programs for the secondary kids is jobs. That is one of the best programs. Our work experience program, our cooperative programs, where kids have the opportunity to go to school and work is probably one of the best dropout prevention programs available.

Mr. PEPPER. Doctor, what have you found to be the main reasons why children drop out of public school?

Dr. FERNANDEZ. It varies, Mr. Chairman. Teenage pregnancy certainly is one. That's why we have two Cope Centers for girls that are pregnant and don't want to be in the regular setting but——

Mr. PEPPER. What percentage are teenage pregnancies?

Dr. FERNANDEZ. I don't know what percentage would be teenage pregnancies. George, do you have any idea?

Dr. KOONCE. No.

Dr. FERNANDEZ. Okay. We can provide that.

But teenage pregnancy, certainly; poor attendance, alienation at the home, involvement with gang activities, just alienation with the school in general. Somewhere along the line a student got involved with a teacher that really did not turn that student on. It's almost an individual decision on the part of that student. There is a profile that matches what that student would look like, not all the characteristics, but a certain part of the characteristics that would match that student.

Mr. PEPPER. Do some of them drop out simply because they are not interested in the subject matter of their schools?

Dr. FERNANDEZ. Absolutely. That's the alienation piece. Some of them drop out because they have to work.

Mr. PEPPER. In my own family, if I may say so, I had a dear sister and two dear brothers. All of them went to college. My sister graduated and one of my brothers graduated. One brother stayed only one year. He said I'm not interested in all that stuff. Well, I regretted that that was his decision, but it was.

Now, are they just not interested in the subject matter of the school; is that it?

Dr. FERNANDEZ. Twenty-five percent of at-risk students fall in the upper stanines. Clearly, one out of every four kids that you would identify as at risk has the potential to be a very good student.

One of the programs we created—and this is something we replicated from New York, the LaGuardia model. We have a community college/high school where all we did was change the location. Instead of the regular school, the setting is at the junior college campus, and the program has been a tremendous success. Now, these are the kids that would have dropped out. They're in the upper stanines. But, for whatever reason, the regular school setting doesn't work for those kids.

So we have to be more creative. We have to come up with different ways of getting at those students.

Mr. PEPPER. I think that's commendable. I'm sure you have a program to examine each one of those students who drops out, to try to find what caused the student to drop out and what maybe would enable the student to return to school.

Now, there are some of them that have no doubt peculiar skills of one sort or another, like mechanical skills, that know how to fix things. Would it be possible maybe, if they're not interested in the academic part of the schools, to switch them over into a special training program that might fit them for some sort of a decent job?

Dr. FERNANDEZ. Yes, we have extensive vocational programs, the VIP program, the Very Important Person program, at one of our voc-tech centers deals exactly with that. Students that have an aptitude in a particular trade or mechanical skill, that don't have a real interest in the academics, even though we're still required to provide some academics, we try to make those academics tie directly into that skill or aptitude.

For example, if you have an interest in being a mechanic, an auto mechanic, you tie in the mathematics portion of it so that it makes some sense and has some relevance to what it is you're doing in the class. That's all a piece of it, Congressman Pepper. But there are so many components to it that you have to understand that it's almost an individualized thing.

Mr. PEPPER. One other question.

You do follow through on these student dropouts to see what you can do for them after they have dropped out?

Dr. FERNANDEZ. Yes. We have a program called Repo, repossession, where we try to get these students back into the schools. In fact, you will speak to two students back there that came back to the schools.

We have an extensive placement and follow-up study, where we try to find out what it is that's happening to our students after they have left our schools over a period of years, how many have gone on to post-educational training, what type of educational training, how many have gone on to a career right out of high school, and how many of them have dropped out and what they're doing with their lives right now.

I must tell you, the response from those students is very low in terms of——

Mr. PEPPER. Are you getting any Federal assistance in any of the programs that you are now employing?

Dr. FERNANDEZ. The Federal assistance that we have is nominal, but I believe, with the exception of a grant that we got through the State for at-risk students, we received a $300,000 grant——

Mr. PEPPER. In other words, it would help you if you had some Federal assistance?

Dr. FERNANDEZ. No doubt about it. I think, again, if we could provide programs that are replicable, the districts would have some sort of assistance in getting started at least, that that would be a tremendous help to districts throughout this country.

Mr. PEPPER. Thank you very much.

Mr. Hayes.

Mr. HAYES. Thank you, Mr. Chairman.

As the doctor was talking, in my mind I ran across a program that I saw was recently introduced in Chicago, sort of a pilot kind of thing. It was directed towards some school kids who were from public housing developments, with economically disadvantaged or low income parents. They have now a program that they introduced to sixth grade students who are a little bit of the "cream" of those who have already indicated an adaptability to the curriculum. They will give them a certificate in the amount of $6,000 to go to college and stay in and graduate.

You mentioned about kids being overlooked and neglected. I'm worried about those kids who don't qualify under that kind of system, in effect, saying let's forget those and concentrate on those who are——

Dr. FERNANDEZ. The people you see sitting behind me—Mr. Fair, Mr. Tornillo, other people in the audience—last year, in order to live up to a commitment made to students in an inner-city elementary school, modeled after the Lange program in New York, a program was started called Miami Promise, which now has become a

Superintendent's scholarship fund. We went out and raised funds to guarantee those 71 students in that elementary sixth grade that, if they stay in school and graduate, their college will be guaranteed.

That has now become an annual event. In fact, I don't want to take away from what Mr. Fair was planning on testifying, but there is the Black Student Scholarship Fund where money is set aside for grades that students make. They never actually touch that money, but they know that dollars are being set aside for the grades that they make being put in a reserve, if you will, in a bank, for them to enter college when they finish. We're committed to an entire feeder pattern in the inner city on doing exactly that. We call it Partners in Education, which is with the Urban League.

You were speaking about the holistic approach. That's exactly what our model is. Mr. Fair came to us and said we're tired. You know, we've had 25 years of Chapter 1. Basically nothing has changed for the black students in this community or in this country nationally. We said you're right, you're absolutely right. We have to take some dramatic steps. So we have done that. We have entered into a partnership with the United Teachers of Dade, with the Urban League, with the Miami Dade Community College, with the Wilson Foundation, to provide for those children the best educational program we can, and at the same time show some hope at the end of that tunnel, some light, that if they do stay in school, there is something there for them when they finish.

That's one of the reasons we know Vice President Quayle went to that school this past Friday. In fact, it's quite a compliment to hear the Vice President say that that school is better than any school in Fairfax County, where some of you may have your children. We felt that was a tremendous compliment.

Here's a school in the inner city, almost all black, across the street from housing projects. But when you walk in that school, you know it's a center of educational excellence. So there is hope there, Congressman, a lot of hope, and it's because of the partnerships that we have developed and the holistic approach that we're using with the Urban League.

Mr. HAYES. Did I understand you correctly that the dropout ratio had been reduced from 28 percent——

Dr. FERNANDEZ. Yes. Congressman Pepper was not incorrect, except he was quoting the State of Florida. Our dropout statistics went from 29.5 to 24 percent. I attribute much of that—it's still too high. As far as I'm concerned, one dropout is one too many.

Mr. HAYES. That's an average figure?

Dr. FERNANDEZ. Yes, but that's an actual count. It's 24 percent. We attribute that to the many different things going on in the various schools to get at the problem. Every school has its own culture; every school is a little bit different. The people who work at that school—the teachers, the administrators, the parents, the Urban League that's interacting with the school—they should know they have to do a little bit better than maybe the superintendent in the central office, with all due respect to the policy makers at the Federal or State level. We have to give that latitude to the locals, the people who work there, the people out in the

trenches day in and day out. We have to give them the latitude to be able to put together the kind of things they think will work.

I'm not suggesting you give up accountability. You put evaluations into it. If it's working, fine. That's what we want. If it's not working, you go back and you fix it.

Mr. HAYES. You are supporting H.R. 670?

Dr. FERNANDEZ. I'm not familiar with it, so you'll have to brief me on that.

Mr. HAYES. This is the bill we are holding this hearing on.

Dr. FERNANDEZ. Oh. I'm sorry. I didn't know the number.

Yes, we are. We're very familiar with that. We were instrumental somewhat in giving some input into it.

Mr. HAYES. Thank you, Mr. Chairman.

Mr. PEPPER. Excuse me. I want to be sure of that figure. You said the dropout rate in Dade County has dropped from 29 percent to 24 percent?

Dr. FERNANDEZ. From 29.5 to 24 percent, yes, sir. State-wide you have a much higher figure, but those are Dade County's figures.

Incidentally, before I leave, sir, your colleagues should know that Dade County is a lot different than maybe Chicago, because we're not just an urban setting. We're a total county system, so we have rural from the migrants down in south Dade to the inner city, to suburban to urban. It's a great opportunity in a district like this to really do some experimentation. That's why we're really on the cutting edge of some of the things happening in terms of restructuring.

Mr. PEPPER. Mr. Perkins.

Mr. PERKINS. Thank you, Mr. Chairman.

I am very, very intrigued by this testimony. Let me start with your pre-K programs because that is an area of great personal interest. What are you doing there at this stage to identify the real problems that you can see at that time period? Are you utilizing any type of Federal Government figures through, say, the WIC program, or some of a variety of alternative programs that attempt to address nutritional problems at an early age? Are you following through in that way in any fashion?

Dr. FERNANDEZ. Yes, we have a combination of things. First of all, you should know that we're not able to serve all of our disadvantaged kids, obviously. We have four different models, and one of them is in conjunction with Head Start. The only trade-off that we've done with Head Start is that they agreed to let us train their people and that they will allow us to select materials that are used there. So we have some control in terms of the educational component.

The other three models are our own models, where they vary from a half-day program with a full-time certified teacher, to a full-time program with a full-time certified teacher and an aide.

All of the programs—and this is very important—have a parent component. All of the programs require some time spent by the parent at the site with the child, with the teacher.

Mr. PERKINS. Do you have a follow-through program, demonstration model, here in Dade County?

Dr. FERNANDEZ. Yes, we do. We would be glad to send you data on that if you would like.

The interesting thing, incidentally, on the pre-K, we have an entry level examination for kindergarten. It's not to determine whether you get into kindergarten or not but in terms of where you are educationally. Similar kids situated that did not have the pre-K and our kids that had the pre-K did much better with that exam, as you would expect.

Mr. PERKINS. Have you done any studies, per se, in following that through over a period of years?

Dr. FERNANDEZ. No. We're new at it. However, there is a study which Senator Kennedy makes reference to, which is the Aplanti study, where they have followed kids who had the opportunity of Head Start all the way through for 13 years. The numbers are staggering.

Mr. PERKINS. I'm familiar with that study. But I'm interested in terms of what you're doing here. How many at-risk students are you able to target at this juncture, and how do you define the at-risk students?

Dr. FERNANDEZ. Almost all of them that we're targeting in the pre-K are at-risk kids. We would hope that they don't make that 4 to 12 grade list. But we——

Mr. PERKINS. How do you determine that at your level? Let's face it, at that age you've got to go on almost a——

Dr. FERNANDEZ. Yeah. We do know there is significant characteristics of a particular community, if you will, in terms of the number of at-risk kids coming out of there, through no fault of the community but because of circumstances.

Mr. PERKINS. So you target communities?

Dr. FERNANDEZ. Exactly, disadvantaged communities, where primarily there is a high rate of unemployment, high drug usage, high teenage pregnancy. You name it and it has those characteristics. Chances are, if it smells like a duck and walks like a duck, you know, it's a duck. That's exactly what's happening.

Now, we think we're making a difference with those kind of program... Grant you, that's long range.

Mr. PERKINS. In terms of the parental involvement, which I agree is an absolute key, I think it also kind of lends itself to the overall problem with illiteracy. We've had testimony over and over again in front of this committee that indicates that the most important thing that enables a child to learn to read is to have the parent read to that child, or someone read to that child, at a very early age.

Now, in terms of how that is being accomplished, we have parents. When we talk about 25 million, that was an old study in terms of functionally illiterate people in this country. The parents that are involved in this program many times don't know how to read themselves.

Dr. FERNANDEZ. Exactly.

Mr. PERKINS. They have to learn to read prior to being able to assist in the program. So it strikes me as an absolutely wonderful way.

You said you had four particular programs here——

Dr. FERNANDEZ. Yeah, four different models at the schools. We're very big on schools making choices.

Mr. PERKINS. I understood that, and I'll get to that a little later. But in terms of the models themselves, I would be interested in just taking a look at those models, if that could be provided for me.

Dr. FERNANDEZ. Absolutely.

Mr. PERKINS. Moving onward, then——

Dr. FERNANDEZ. Incidentally, if I could just interject one other thing, we have a project called Project Independence which ties directly into this, and that is to try to get the welfare mother, whose child is in the pre-K program—in effect, we'll give them an entry level job in the school system. At the same time there has to be a commitment of their going into our vocational program or adult education program to help with the illiteracy problem, at the same time to help wit the joblessness problem, with the opportunity for that same parent that, if they stick with us, they can hopefully work their way up ultimately into a professional level job, a paraprofessional, and some of the programs we have with our educational consortium would even allow them to go on beyond that.

Mr. PERKINS. I think it's a wonderful idea. I would be interested in seeing some kind of cost on that. That would strike me as a rather large figure. Certainly it's a wonderful idea.

Dr. FERNANDEZ. The cost is really nominal because they're providing a service that we have to pay for. In other words, if I have an opening for a female custodian at a school, if the parent is willing to take that job and at the same time go into the vocational program, they can move from there to possibly clerical, to paraprofessional, and hopefully at some point be a teacher if we can get them through college.

So it gives them some hope. The sense of frustration, it removes that. They become part of the family in the school, they really do. That's the winning piece, that there's somebody out there who really cares for a change.

Mr. PERKINS. In talking just a little bit more about your alternative programs—and I'm sorry to be taking so much time——

Dr. FERNANDEZ. No problem.

Mr. PERKINS. In your alternative programs for at-risk students, give me the details of some of those types of programs.

Dr. FERNANDEZ. Okay—and George was going to speak somewhat about them. For example, schools within a school, where a senior high school or a junior high school may opt to take their top hundred students on that at-risk list. They have a sense for those kids, too, because of how they've been behaving in school and what the records are. But they may take their top hundred kids and pick out the best five teachers and make a team out of them. They move literally with those students, and they bring the family in to move literally with those students.

The flex schedule, where our traditional high schools run from 7:30 to 2:30, one of our high schools that serves predominantly Hispanic communities, where they have a large dropout rate, has determined that the main reason for dropout in that particular community—and every community is different—is that students work. For whatever reasons, whether they have to work or they're working because they want to buy a car or pay for the car insurance, whatever, they work. So they have come up with a 14 period day. Instead of from 7:30 to 2:30, that day may run from 7:30 to 10:00

o'clock. With the students having a flex schedule, it ties into their work schedule.

I mentioned the community college/high school, where we're taking the upper percentile of those kids, the ones that fall into 7 through 9 stanines, literally relocating them into the junior college. They're doing fantastically well. I don't know why, but it's working. So we're not knocking that one.

The issue of the the mentor program that I told you about, where a teacher—American Senior High School, for example, has taken the people on the faculty and said, "Okay, Joe Fernandez, you're assigned to Perkins who's an at-risk kid. It's your job to make sure that he stays in and graduates." I literally become your big brother. You talk to those teachers and kids and maybe some of them will talk about it. They literally have become part of their family. You know, it's that one-on-one, that issue of caring.

The comet lab that I mentioned earlier. The list goes on and on because every school is doing something a little bit different modeled after their—

Mr. PERKINS. I think it's wonderful. I'm excited by the concept, and I applaud you for the efforts you have taken. I have to ask the other side of the coin, however. What problems have you encountered using such a flexible type approach?

Dr. FERNANDEZ. I'll tell you the problems we have encountered. The foundations are acting like it's a feeding frenzy down here. They're coming down and trying—it's a nice problem—trying to come down and assist us with technical assistance, and they come with dollars, which is very helpful.

We have made the front page of the New York Times three or four times. You can't buy that kind of positive PR for the system. Every day there is a delegation—Right now, as I speak, the committee chaired by Willard Wirtz and John Dunlap, ex-Secretaries of Labor, are visiting some of my school-based management schools in the south. They're here for two days. It's a committee on work and youth. But there is not a day that goes by that we don't have a delegation of people, both national and international, going through the school district, finding out about some of the things that are making it work here. The at-risk is one piece of it. But I attribute everything that's happening in this district to the renaissance, if you will, if education going on here, the restructuring in the schools, having people be part of the solution to problems.

Mr. PERKINS. You said earlier in your testimony that you thought the accountability was absolutely necessary to build into this type of system. Now, in that approach, do you require, let's say, each principal to have a particular type of plan, that they're going to pass on to you a proposal in some fashion?

Dr. FERNANDEZ. We have an Office of Educational Accountability, which is literally an independent office. We do not modify the evaluations that they do. In other words, their evaluations and recommendations go through me to the school board. The only thing attached to that is the recommendations from the particular school or bureau that's been evaluated in terms of a specific program.

About 40 percent of our evaluations are done by contract with outside consultants or universities, so that there's a mix of evaluations. But every single program we put in place to school-based

management, shared decision making has an evaluation component tied to it, both formative and summative. In other words, we're very sophisticated, if I may, in terms of our strategic planning. We set goals that are measurable. For example, if we say we're going to reduce our dropout rate by five percentage points, that's something you can see if you've attained that goal or not at the end of the year. So everything is measurable and everything has time frames built into it. Everything is reportable and evaluated.

Mr. PERKINS. You can see what works and what doesn't.

Dr. FERNANDEZ. Exactly.

We tell people we're going to be making mistakes. This is virgin territory. We're like the pioneers and there's going to be some mistakes. But let's admit when we make a mistake and stop. Too often in educati n we institutionalize mistakes.

Mr. PERKINS. Absolutely.

Dr. FERNANDEZ. And just leave them there.

Mr. PERKINS. I'm sorry, Mr. Chairman, for taking so much time, but these are truly outstanding programs and a truly outstanding job that you're doing. I thank you very much for taking the time to appear before us today.

Dr. FERNANDEZ. Thank you.

Mr. PEPPER. Mr. Rahall.

Mr. RAHALL. Thank you, Mr. Chairman.

Dr. Fernandez, I just have one question—and I don't mean to paint this as a cure-all for the dropout problem we face, or it certainly does not address the root causes that you so effectively addressed in your testimony. But some States, my own included, have been considering the option of canceling a student's drivers license if he drops out of school. Has that been discussed in any quarters here in the State legislature or elsewhere?

Dr. FERNANDEZ. No. The only discussion in terms of the cancellation of licenses is tied in directly to the substance abuse issue.

We have been toying around with some legislation, and we think we may have some sponsors for it, in terms of a safe zone around schools—for argument's sake, let's say a two-mile radius. It's just a concept right now. There's no language on it. Anyone caught dealing, selling or purchasing drugs, one of the penalties might be the cancelation of the driver's license. But no, not directly tied into the issue of the dropouts.

It's an interesting concept. I hadn't thought about it.

Mr. RAHALL. Thank you.

Mr. PEPPER. Dr. Fernandez, you have given us a very interesting statement of what we are doing here to try to solve this very difficult problem. We all are very much impressed by the ingenuity and the variety and excellence of your program. But, even in spite of all you've been able to do, one out of four is still a dropout. One out of four students in Dade County do not finish high school, in spite of all the programs you've been able to inaugurate.

Dr. FERNANDEZ. You're right. It is something, obviously, that is of concern to all of us. We have to continue working on it terrible waste of human resources.

Mr. PEPPER. Thank you very much.

Dr. FERNANDEZ. Thank you, sir.

Mr. PEPPER. We all appreciate what you have said.

Next we will hear from Dr. Koonce, who is the Director of the Dropout Prevention Program in Dade County. I'm sorry that Dr. Neff is not able to be with us today.

Dr. KOONCE. Good morning, Congressman Pepper, and other distinguished panel members.

The Superintendent of Schools, Dr. Fernandez, has very eloquently and thoroughly described our project student at risk and some of our major efforts in terms of dropout prevention, so my comments are going to be rather brief since he has followed almost my script in terms of some things that I had to say. And he has done them, obviously, with a great deal of enthusiasm and probably much more eloquent than I could have done.

Let me just say something about some very specific programs, and I will be relinquishing some of my time to Mrs. Nan Rich, who will be speaking to one of the very interesting concepts of a home instructional program for preschool youth, one of which we think has some great possibilities.

He spoke just briefly the dropout profile, the early identification profile that we use for identifying youngsters from grades 4 through 12. I will just give you the numbers of those in terms of '87-88 and '88-89 so that you get some kind of idea of the number of students who are identified.

In '87-88, we had about 4,216 elementary youngsters, 16,000 junior high, and 20,000 senior high school students. In '88-89, with just the added factor of the limited English proficiency factor, we had about 12,000 elementary youngsters identified, 20,000 middle school youngsters, and 27,000 senior high school students. These are youngsters identified by a research profile with many of the characteristics that were outlined earlier.

Mr. PEPPER. Are those students who dropped out?

Dr. KOONCE. These are youngsters who identified as potential dropouts. This is using the early identification profile. Those are youngsters identified in those two years. You can see the growth of one year to the other, having identified then their programs, efforts and strategies developed at the schools for which these youngsters are dealt with.

Not to repeat any of the programs and testimony that was given by Dr. Fernandez, I will mention very quickly that, in terms of the in-school alternative programs, there are about 28-some at the elementary school that we all our elementary alternative strategy models, where there is a reduced class size. In addition, there is the hands on career lab that we refer to as Comet. There are about 15 of those in elementary schools, where not only do we have the reduced class model but we also have hands on career, hands on laboratory experiences for those youngsters.

In the junior high schools, he mentioned the fact of the schools concept. We have about 16 of those, where you have faculties using cooperative learning, teaching techniques, and other counseling support services for normal youngsters in the junior high schools.

One other program, which is part of the United States Office of Education grant is what we call our bilingual vocational interdisciplinary program. You will meet some of the students who are participating in that. It's primary objective is to attract and provide

some support for limited English-proficient students to participate in vocational programs.

We have a very extensive and comprehensive substance abuse education program which involves all of the schools as an elementary through senior high school curriculum with actual counselors at the junior high school, the middle school level. These counselors' primary purpose is to provide some group and intervention and personal counseling to any students who is having any kind of difficulty, whether it's attendance, whether it's academic, lack of academic performance, particularly if it's attributable to any signs of substance abuse. It is also designed to identify community resources to provide additional support to those youngsters. In so doing, it is able to bring more resources to the school that we ordinarily would not be able to supply because of the collaborative arrangements with community agencies.

There is one other program that deals with collaborative arrangements, and that would be our citizens schools and the arrangement with the Private Industry Council, the JPTA funds. Of about 13 of the high schools, we have about 2,900 students, whereby there is a use of community agencies to the point that we reduced the counseling ratio there to about 30 to 1, where it would normally be, in terms of academic counseling, about 450 students to 1 counselor. We have actual counselors from agencies scheduled into the building to provide assistance and support to those students as needed.

I want to relinquish the rest of my time so that we have some time for you to hear from a Mrs. Nan Rich, and obviously for you to hear from the students who usually have the most persuasive of the testimony that you will be hearing. But I am available for any questions that you may have at this time.

Mr. PEPPER. Dr. Koonce, I would like to ask you one question. Dr. Fernandez has said that the dropout rate in Dade County now is about 24 percent.

Dr. KOONCE. That's correct.

Mr. PEPPER. How many in numbers would that amount to?

Dr. KOONCE. In that particular study, that's a random, stratified selection of about 17,000 students that we follow for those five years. Of that number, it represented about 4,000 students out of that study.

Now, to give you some ideas about numbers, because that's the longitudinal study, we do it both longitudinal and we do it cross-sectional, which is the annual study each year. We do both of them so that if there are problems within our school system in a given grade level, or a given program, some adjustment can be made in terms of staffing and in terms of the curriculum. So let me give you some numbers in a given year.

During the '86-87 school year, 4,908 of the 72,824 9th through 12th grade students actually dropped out of school. That represented about 1,073 white students, about 1,761 black students, about 2,044 Hispanic students, 28 Asian students, and about two Indian-American students. That's a one-year shot of our annual cross-sectional study. In terms of male-female of that same group, we're talking about 2,922 males and about 1,986 females. That's the annual study of a given group so you can get a picture of that.

Mr. PEPPER. Do any students drop out who are required under the compulsory education law to stay in school?

Dr. KOONCE. Let's say if there's a student who leaves school prior to reaching age 16, there is an extensive set of efforts and services that are required to get that student back in school, including the writing of a truancy letter referring that student to HRS, because that is in violation of compulsory attendance. So that includes a visiting teacher, it includes putting that student in some kind of a special program, so that every effort is made to account for any student—required by law and by board policy—for any student who drops out of school prior to the age of 16.

Mr. PEPPER. As I understand it, the compulsory education law makes it an unlawful act for a student to drop out below age 16; is that right?

Dr. KOONCE. That is correct.

Mr. PEPPER. Does that have any good effect in keeping them in school?

Dr. KOONCE. I think so, because——

Mr. PEPPER. Wouldn't the same law be helpful if we applied it to all students in high school until they graduated from high school?

Dr. KOONCE. Well, I understand the nature of your question, and I know there's been quite a bit of debate as to whether the compulsory age for attendance should be moved to 18. I'm not in a position to give you the pros and cons of that. I can only surmise as you have, that if, in fact, the law has any impact at age 16, then it is definitely worth investigating to see if it would have an effect at 18.

My only reservation would be that when we look at the normal progression of students through high school, I don't know whether we have any definite observable data that says that some youngsters need to be there four years to graduate. Some of them may be able to graduate in three years, and some may need five years. We may have to tie it to some individual needs of youngsters and some individual needs of their families.

Mr. PEPPER. Thank you very much.

Mr. Hayes.

Mr. HAYES. Dr. Koonce, are you teaching now?

Dr. KOONCE. No, sir, I'm not teaching at this point. I'm a part of the administrative staff, Director of Dropout Prevention.

Mr. HAYES. Do you see H.R. 670 as being a help to the local school system here, or can you think of any way that we might be able to improve upon it and make it more effective? Do you think anything is missing and have you had a chance to take a look at it?

Dr. KOONCE. Not in great detail. But the mere fact that, from what I saw, the mere fact that it talks about some coordination and evaluation of the resources, making them available to school districts, and knowing that for many of the great ideas and programs and strategies we have that there is a limitation due to the lack of funding, in that sense, in a general sense, I could see it being very, very helpful.

Mr. HAYES. You talk about substance abuse. I don't know what school it was, but it was in Miami. I had an opportunity to visit the school along with my constituent, Reverend Jesse Jackson, who spoke to the school, and he specifically asked the question, he said

to those students in that assembly—it was a mixed school—"I want you to be honest with me. How many of you have ever used drugs? Just hold up your hand." I was surprised at the number of kids, both black and white, who responded to that question directly by holding up their hands.

The State of Florida is the landing spot for drugs, and I think we have a problem on this particular issue in many of our schools, which leads to the dropout problem. As a matter of fact, the trafficking of drugs is big business now, with an awful lot of money. Our kids are being used as victims and tools. I'm not too sure that our drug legislation that we just passed last year is going to reach some of the people who make the money. This disturbs me. But I hate to see our kids become the victims and used in the way they are.

I just want to say here that I certainly want to commend you and Dr. Fernandez and the top administrators of the system. I think it's a good beginning to at least really tackle this problem, because I think it's one that is not only in our disadvantaged neighborhoods, but we've now got drugs reaching the suburbs. As a matter of fact, the young man that's on trial now, Colonel North, I'm looking for that $20 million they hid, to find out where that is.

Thank you, Mr. Chairman.

Mr. PEPPER. Mr. Perkins.

Mr. PERKINS. Dr. Koonce, I am interested in some of the figures that you gave, talking about identification of at-risk students, when you talked about the 4,000-some that were identified in the elementary system, 16,000 in the middle school, and 20,000 in high school.

In conjunction with Dr. Fernandez' testimony, who indicated that the chief dropout period was between the 8th and 10th grades, that's when they actually dropped out, per se. And Dr. Fernandez indicated that it was done on almost a community-by-community type basis at the early age.

What types of additional tools do you think would be helpful in trying to identify the at-risk individuals at an earlier age, so that additional type programs could be utilized to try to get at them before the problem becomes one of intervention rather than trying to get at some of the root causes?

Dr. KOONCE. I think any substantial and valid surveys, in terms of the youngsters' social development, including whatever cognitive things we could do prior to a youngster getting in school, would be helpful. If, in fact, we could—and I'm not saying any kind of standardized testing—but if we could do some kind of assessment of youngsters in that pre-kindergarten area, to get some ideas about their own social development, that might be of some assistance. But I think we know enough about those early years that if, in fact, we have a reduced teacher/student model within the early grade levels, that would also be helpful.

Mr. PERKINS. Okay. Just in terms of tossing out some ideas or some specifics, have you ever looked at working in conjunction with any of the Federal programs, like the Women, Infant Children program, following through from there on perhaps at-risk students, or following through and checking on some of the students that are involved with aid for families with dependent children, trying to target the students in an individual basis by looking and seeing

who is at risk according to at least some of the regular programs that we have out there at this time?

Dr. KOONCE. I think that's the way that we are doing it. I was trying to think of some things in addition to that——

Mr. PERKINS. [continuing] that's been done.

Dr. KOONCE. Yes, that has been done. We are looking at those——

Mr. PERKINS. But you're only able to come up with 4,000 students versus 16,000 students at a later time?

Dr. KOONCE. The 4,000 students at the elementary level are beginning at grade 4. The pre-K 1 through 3, there are some categorical moneys that are available to develop strategies to work with those youngsters.

Now, whether we have—and I'm sure we could develop it. We do not have at this point the profile that would identify youngsters in terms of pre-K because of any kind of school experience, whether they have the attendance, the grades, or what have you.

Also, the danger there is that these are very formative years, and we are careful and concerned about the over-labeling of children, so we don't want to identify some youngsters at pre-K as potential dropouts, and then you may do some harm there. It is one thing to identify them, but for what purpose. If we identify them as a potential dropout as a pre-K youngster and that kind of label gets to be permeated in terms of teacher expectation and teacher attitude, that presents some problems for us.

But we believe that, with just the demographics of the neighborhood and what's happening there, that some of our youngsters come out of some situations in terms of family violence, in terms of poor nutrition, in terms of just a sheer lack of services within a community, to the point that they're living there and existing there and surviving there, that in itself generates at least an understanding from us that that youngster may not have developed to the point and had the kinds of experiences that he can walk into a school and partake and contribute to an educational process.

Mr. PERKINS. Thank you, Doctor.

Mr. PEPPER. Mr. Rahall?

Mr. RAHALL. No questions.

Mr. PEPPER. Thank you very much, Dr. Koonce.

Dr. KOONCE. You're quite welcome.

Mr. PEPPER. Our next witness is Mrs. Nan Rich, who wishes to insert a statement in the record. Is there objection? If not, it will be received.

STATEMENT OF NAN RICH

Mrs. RICH. Thank you very much, Chairman Pepper.

I want to thank Dr. Koonce for allowing me to share his time and Mr. Pomerance for arranging it. Thank you.

I would like to just take this opportunity to briefly tell you about a very special program that was initiated in Dade County schools in 1975 and is currently being implemented in five targeted schools in our community.

I was interested, Mr. Perkins, that you mentioned pre-school programs and your interest in them. It just so happens that this

HIPPY program, the Home Instruction Program for Preschool Youngsters, is now being implemented in Louisville, KY. Unfortunately, Mr. Hayes and Mr. Rahall, we haven't made it to West Virginia and Chicago yet. But the Chicago section of the National Council of Jewish Women is working on it right now.

HIPPY was initiated and developed in 1969 as a project of the NCJW Research Institute for Innovation and Education at The Hebrew University. Today it serves 2,400 disadvantages families in the United States, in eight different States. It is a home-based program for the educational enrichment of disadvantaged children and for the promotion of increased awareness by their mothers of their own strengths and potential as primary educators of their children.

While most preschool programs take children away from the home, HIPPY is based on the universality of the mother/child relationship and actually strengthens the home. Para-professionals, or parent partners, as we prefer to call them here are recruited from within the target community and are trained to go into the home and instruct the mother in the use of the HIPPY materials.

The effects on the HIPPY children have been studied in longitudinal research and the results indicate that children who participate in HIPPY are more likely to stay in school, are more likely to be on their own grade level, and are less likely to be in special education classes.

HIPPY has had a tremendous impact on children, but equally important is the impact which it has had on their mothers, who undergo significant behavioral and attitudinal changes. The mother feels better about herself and her child when she realizes that she can positively affect her child's life. The parents' self-esteem and confidence is strengthened. Mothers have become more involved in school and community activities and reenter educational programs with their own advancement. Of the 75 mothers who participated last year, mothers of five-year-olds, 18 parents are enrolled in continuing education programs. Mothers discuss problems with the parent aides who, in turn, are able to suggest community agencies with expertise in that particular area of need. Several mothers have begun to deal with substance abuse problems and the problem of literacy.

It is important to note that the aides who are recruited from the same neighborhoods show many of the same kinds of changes as do the mothers in terms of self-confidence and increased respect of their families and their communities.

Because time was short today, we were not able to bring to you some of the mothers and parent partners from those communities. We have prepared packets, which I believe you have, which give an in-depth overview of HIPPY, its goals and objectives.

I wish you could have heard Laura Rodarte the other day at a HIPPY advisory council meeting. She is the parent partner in Santa Clara Community. Laura, a mother of eight, was a mother in the HIPPY program last year. This year she is a paraprofessional working with 20 new mothers of four-year-olds.

Another one of our aides, Marina Potier, was Laura's parent partner last year. Laura, at the same meeting, told us that Marina was like a counselor to her. She was always there when she had a

problem. Now, Laura says, I have to do it, too. And we have some wonderful comments from mothers in the program which you have in a packet called "Reflections on HIPPY".

One mother said, "HIPPY has taught me that children can learn if we take the time to spend with our children." Another said, "I like the program because it really made me realize that my son can do it with a little help." And a third said, "The HIPPY program has helped me and my son to become wiser. The work is fun and good for him. The time that we spend is the best time of the day." What better statements than to hear that from mothers who are now working with their children.

By bringing about all these changes in behavior and attitude, HIPPY is reaching parents and children at a stage of their development when the educational process and preventive strategies can truly be effective. The investment that Dade County Public Schools is making through this unique preschool program, which serves as a dropout prevention program, is benefiting children, parents, and ultimately the entire community.

I urge you and hope that you will do whatever you can through your work in the Congress to support this, because we have thousands of four-year-olds that still need our help in this community.

Thank you.

[The HIPPY brochure follows:]

HIPPY: The Home Instruction Program for Preschool Youngsters

The Home Instruction Program for Preschool Youngsters was developed by the National Council of Jewish Women Research Institute for Innovation in Education at The Hebrew University of Jerusalem in Israel. It is a home-based program that helps economically and educationally disadvantaged parents provide educational enrichment for their preschool children. Support and training for the parents are given by paraprofessionals, themselves mothers of young children from the communities served by the program.

Initiated in 1969 as a research and development project, *HIPPY* in Israel has become a national program for disadvantaged families and preschoolers funded by Israel's Ministry of Education and Culture, but still operated by the NCJW Research Institute. Currently about 13,000 Israeli families in over 110 communities participate in the program annually. These numbers are a direct indication of *HIPPY*'s popularity and perceived effectiveness, since adoption of this program, rather than others, by local communities is entirely voluntary.

Extensive research in Israel, including a longitudinal study that followed *HIPPY* graduates through twelfth grade, indicates that *HIPPY* benefits disadvantaged children by improving academic achievement and adjustment to school, reducing the incidence of retention in grade, and increasing the rate of school completion. [*HIPPY* research is summarized in A.D. Lombard's **Success Begins at Home** (Lexington, MA: Lexington Books, 1981).] Since both *HIPPY* and control children attended preschool as four-year-olds, these impacts were achieved in addition to any effects of preschool attendance.

Research findings also suggest that *HIPPY* has important positive impacts on participating mothers by improving their overall self-concepts and by increasing their interest and involvement in the education of their children, their involvement in community affairs, and their interest in pursuing further education for themselves.

In 1982, the Ford Foundation made a grant to the NCJW Research Institute at the Hebrew University to support an international workshop that would bring *HIPPY* to the attention of early childhood educators outside of Israel. Since then annual workshops have been conducted in Jerusalem, attracting participants from both developed and developing countries. Workshop participants have gone on to implement *HIPPY* programs in Turkey, Canada, Chile, the Netherlands, and the United States.

HIPPY in the United States

The first *HIPPY* programs in the United States were established in 1984. Today, approximately 2,400 economically disadvantaged families participate in programs operating in eight states:

Community, State	Families Served	Year Initiated
Bedford-Stuyvesant, New York	50	1988
Broward County, Florida	60	1986
Dade County, Florida	100	1986
Dallas, Texas	20	1988
El Dorado, Arkansas	70	1988
Fort Smith, Arkansas	95	1987
Heber Springs, Arkansas	25	1988
Helena, Arkansas	140	1987
Hot Springs, Arkansas	30	1988
Lake Village, Arkansas	70	1986
Little Rock, Arkansas	360	1986
Louisville, Kentucky	100	1987
Madison, Arkansas	70	1987
Marvell, Arkansas	50	1987
New Orleans, Louisiana	135	1987
Pine Bluff, Arkansas	95	1986
Pittsburgh, Pennsylvania	75	1988
Pulaski County, Arkansas	200	1986
Russellville, Arkansas	145	1986
Tulsa, Oklahoma	350	1984
West Memphis, Arkansas	75	1988
Wilmot, Arkansas	40	1987

On the basis of experience to date, it seems clear that the program is operationally viable in this country. School administrators, early childhood educators, paraprofessional home visitors, parents, and children like *HIPPY* and find its methods and materials adaptable to the U.S. context. Although U.S. programs have not yet been rigorously evaluated, anecdotal and preliminary quantitative data suggest that *HIPPY* is affecting parents and children in this country in much the same way it was found to affect parents and children in Israel.

HIPPY Curriculum

HIPPY mothers allot time each day to working with their children using packets of materials appropriate to children's developmental levels. Paraprofessionals visit each mother at home every other week, bringing the storybook and packet of activities for that week. Role-playing is used to instruct mothers in the use of materials. On alternate weeks, small groups of mothers meet with their paraprofessionals to review *HIPPY* materials, develop parent-as-educator skills, and address other topics of special interest to parents. Parents' special interests range from wanting help with child-rearing problems, through learning how to make toys and games, to getting information about community programs in adult education and job training.

The weekly home activity packet provides a springboard for broader educational enrichment. The packets themselves are highly structured. The structure can be compared to that of a well-written lesson plan, designed to facilitate the learning of new concepts, along with semi-structured manipulation and open-ended, creative application of those concepts. But *HIPPY* materials are not lesson plans for professional educators; they are designed to help mothers with little (and often unsuccessful) formal education the necessary structure for a school-readiness, home instruction program.

The activity packets concentrate on language development, sensory and perceptual discrimination skills and problem solving.

Language instruction centers around a set of storybooks specifically written for *HIPPY*. Specific skills introduced include: listening, asking and answering questions, talking about the text, picture reading, story creation, seriation and vocabulary-building.

Discrimination skills are divided into visual, auditory and tactile skills which are taught and practiced through the use of games. Visual discrimination is divided into visual-only and visual-motor activities. Visual-only activities include: describing, matching, and sorting real objects and pictures of real objects. Visual-motor activities are designed to provide the children with a variety of situations in which they can use pencils, markers and crayons. Auditory discrimination focuses on volume and pitch, as well as rhyming sounds. "Feeling" games are used to practice the discrimination between objects such as: hard-soft, smooth-rough, and thin-thick.

Problem-solving activities include listing, sorting, matching and grouping concrete objects, then representations of objects. Matrix games are used extensively.

More than a Home-Based Instruction Program

HIPPY views parents as children's primary educators. By working with parents in the home, *HIPPY* breaks the cycle of learned helplessness. Parents learn that they play an instrumental role in their child's education, a role that cannot be replaced by schools.

HIPPY provides children with school-readiness skills. Without such skills, children are prone to failure at the onset of their educational careers. Early school failure is easier to prevent than to remediate.

HIPPY brings literacy into the home. By introducing 18 storybooks throughout the two-year program, *HIPPY* makes reading one of many activities parents and children do together.

HIPPY is based on a community empowerment model. *HIPPY* works with the community by training paraprofessionals from the community. By working from within, *HIPPY* builds a sense of trust among mothers, paraprofessionals and the professional coordinator. This trust can be, and has been, used as an entry point for the provision of other services.

HIPPY reaches hard-to-reach families. By going into the home, *HIPPY* reaches out to families who are receiving few, if any, services. As a result of this outreach and participant attendance at regular group meetings, *HIPPY* can become a resource center for health, literacy, child development and much more.

HIPPY promotes dialogue within the community. *HIPPY* encourages the establishment of a local advisory group at each site to guide program implementation. Drawing together persons representing different segments of the community, the advisory group stimulates broad attention to the unmet needs of the children and families served.

HIPPY provides lower-income communities with jobs. *HIPPY* hires and trains paraprofessionals from the community, offering many women their first job opportunity. Employment with *HIPPY* helps to develop the skills and work experience needed to compete successfully for other jobs in local labor markets.

For more information contact: Miriam Westheimer, Director, HIPPY USA (212) 645-4048
NCJW Center for the Child, 53 W. 23rd St., New York, NY 10010

21-339 0 - 89 - 2

HOME INSTRUCTION PROGRAM FOR PRESCHOOL YOUNGSTERS

HIPPY USA

"I never thought I could teach my child anything.
I never knew I had anything to teach her.
HIPPY showed me I do. HIPPY made me my child's first teacher."
- HIPPY Parent

Developed by the NCJW Research Institute for Innovation in Education at The Hebrew University in Jerusalem, the Home Instruction Program for Preschool Youngsters (HIPPY) is designed to help mothers from educationally disadvantaged backgrounds provide their four- and five-year-old children with school-readiness skills. The HIPPY model centers around the training of paraprofessionals, themselves mothers of young children from the communities served by the program, to work with families in the context of their own homes and in small, supportive group settings.

HIPPY was developed in 1969 by a research team under the leadership of Dr. Avima Lombard. Longitudinal research provided strong evidence of HIPPY's positive effects on both children and parents, leading Israel's Ministry of Education and Culture to sponsor dissemination of HIPPY to educationally disadvantaged families throughout the country. Currently about 13,000 Israeli families participate in HIPPY annually, in over 110 urban and rural communities.

HIPPY was first introduced to the United States in 1984. Today, twenty-two programs serving about 2,400 familes are operating in eight states: Arkansas, Florida, Kentucky, Louisiana, New York, Oklahoma, Pennsylvania, and Texas. HIPPY programs are located in both rural and urban communities. Some are affiliated with schools; others, with commmunity-based organizations. Program materials are available in both English and Spanish.

HIPPY IS DEDICATED TO:

- increasing the chances of **positive early school experience** among children from educationally and economically disadvantaged backgrounds
- **empowering parents** to view themselves as primary educators of their children
- creating an educational milieu in the home that **encourages literacy**
- fostering **parental involvement** in school and community life
- providing parents with the opportunity of **becoming paraprofessionals** in their own community
- helping paraprofessionals develop the **skills and work experience** they need to compete successfully for other jobs in local labor markets

For more information, contact: Miriam Westheimer
NCJW Center for the Child
53 West 23rd Street
New York, NY 10010
(212) 645-4048

Mr. PEPPER. Thank you very much, Miss Rich.

Are there any questions? If not, thank you very much.

Our next witness is the honorable Pat Tornillo, who is Executive Vice President of the United Teachers of Dade County, a great leader in the cause of education in our State for so long. We are pleased to have you here, Mr. Tornillo.

STATEMENT OF PAT TORNILLO, EXECUTIVE VICE PRESIDENT, UNITED TEACHERS OF DADE COUNTY

Mr. TORNILLO. It was very kind of you, Mr. Chairman, and it's nice to have you home. It's very nice to have these Congressmen visiting us.

I am Executive Vice President of United Teachers of Dade, but so that the committee can get a little bit better perspective, I am also president of the State Teachers Union and vice president of the American Federation of Teachers nationally, the AFT, of which Mr. Al Shanker is the president.

It may sound a little strange for me to stand up here and say that I agree with the Superintendent of Schools. Some of you may not have had that kind of experience in your own districts. But that is exactly what I'm going to say to you, and perhaps emphasize something that Dr. Fernandez said—because all of the things that he said to you are correct—and that is the labor-management relationship. We are well aware of what has happened in American industry; we are well aware of what has happened in the Japanese model; and perhaps too much attention has not been placed on the educational aspect of it.

We know pretty much what General Motors has done with regard to the assembly line, and IBM and Xerox. But, unfortunately, in the educational systems, we are still operating, in perhaps the overwhelming majority of districts, on a top-down rather than a bottom-up philosophy of employee participation and employee involvement.

The assembly lines for General Motors are our classrooms and our classroom teachers. In the same concept of school-based, management-shared decision making that Dr. Fernandez talked to you about, which Dade County is implementing, perhaps more so than any other district, is the basis for a lot of the things that are going on in Dade County. Because what, in effect, we have done is to say to teachers and principals in the schools, we're going to stop telling you what to do, when to do it, and how to do it. We're going to start treating you like professionals, and we're also going to start asking you, if you had the right to make the decision, since you're the people on the firing line, since you're the closest to the students, what would you do if you had no impediments, no obstacles, no Federal regulations, no State regulations, and even if the union contract were an impediment, if you didn't have that, what would you do as a faculty; how would you attack and approach the problem?

So let me relate those statements to your bill and to tell you that in the following areas I would recommend some changes. In the area where you talk about assurances and that you want assurances that the money would be used to supplement, not supplant,

and that the requirement for a high school diploma would not be lowered, I would change those assurances to guarantees. Not assurances, but guarantees that the money would not be used to supplant. I would change that to a guarantee that the requirements would not be lowered.

When you talk in your bill—and I commend you for it—about the distribution of the money, I have no problems with the five percent for administrative costs and the 15 percent available under the grant that would be used for a state-wide program. I understand the politics of that. But when you say that 40 percent would be used for grants to individual schools, I commend you for it. But I would substantially increase that. I would make it 80 percent to individual schools, and find a way in the bill to require that the faculty and the principal with parental involvement develop the program for that school, very similar to the concept of school-based management and shared decision making. Get the parents involved in that school. Require that a plan come back not to the district and not to the State, but that it come from that individual school through the district to the State.

I'll be very frank with you. Based on my experience over the years, I do not have too much confidence in State programs to allow that money to filter down to an individual school, let alone a school district, without a lot of strings attached to it. So what I'm really saying to you is, go easy on the requirements, and particularly the requirements at the State level. Get it down to what you want it to be down to, which is the school level.

The last few comments I would like to make to you is—and you're certainly more aware of this than I am and the rest of us—is with regard to the deficit. We may win the deficit battle—and I say we may. But the question is, at what cost. Because if we win the deficit battle and lose the economic and educational war—because that really is what your bill is facing, and that is the battle that your bill is facing—the question is, do we really have the time. Because I regard the deficit as a battle. I regard the educational and economic war that your bill would be addressing as a war.

Let me give you an example. Congressman Perkins said this is not just an urban or rural problem. It's everyone's problem. One of the gentlemen told me about a farmer who said there was a time on the farm when all I looked for was a strong back. Someone to pull a plow. Someone that had muscle. Today, when I buy a $100,000 machine that is run by a computer, and that has to be fixed, I'm no longer on a farm looking for just a strong back. I need a strong mind along with that back. That's not urban. That's rural.

What we are really talking about in your bill—and we're talking about education—is that unless this country makes up its mind that we are going to drastically and substantially change the way teachers teach, the way administrators administrate, the way children learn, in order for our students to be competitive in the next century, what we're really saying is that this country could be relegated to a second-rate economic power. We are talking about a different kind of education. Of course, that's the reason we are not able to reach a lot of the dropout that we have. I just think it's time for all of us to admit and to sit back and say we have never really educated that kind of student; we've never really provided

for it. It's time that we did it, because we can't afford the loss, economically and educationally. We need to really stop a lot of the rhetoric that's going on.

I guess that was my problem with Vice President Quayle's visit here, and I guess it's my problem with regard to a lot of the rhetoric that's going on with regard to the dropout problem and a lot of the other problems we have in education.

For the first time we had the business community beginning to understand that their survival depends on the future educational survival of this country. So all I can say to you is, we'll do everything we can to help you with the bill. I hope you consider some of the changes I have suggested to you. But I also have to say to you that you're going to face a tough battle in getting this bill through.

Senator, I will be happy to answer any questions.

Mr. PEPPER. Thank you very much, Mr. Tornillo. You, as always, have hit the nail on the head. You have made suggestions which will certainly receive the committee's careful consideration.

You have touched the spark that we're concerned about. What we are talking about is the future of America, whether we're going to have to carry these people on our backs as we struggle forward in the world and competing with some of the great nations of the world, or whether they're helping us, whether they are out there working and fighting the same battle we are fighting. We are trying to bring them into the mainstream of American life. We're trying to arouse their ambition, an awareness of what it means if they drop out of school, that they're just accepting poor wages, a poor home, a poor life in the years ahead, and poor children if they become family members. So you have eloquently stated what we are talking about.

Mr. Hayes.

Mr. HAYES. Just one question, from one retired union official, who is a Member of Congress, to another union official.

One thing that has been raised time and time again is that we're having difficulty in attracting students to enter into the teaching profession because of the wage level. Do you see this as a problem that we have?

Mr. TORNILLO. I don't think there's any question about it. We are facing the most severe teaching shortage crisis in the history of this country. We will lose over the next five to seven years 50 percent of the present teachers now teaching in classrooms. Those are teachers who were educated in the Fifties and Sixties. The college student of today is not going into teaching and not becoming a teacher, and even in greater numbers with regard to women and minorities—and I don't blame them. I mean, doors have opened up to women and doors have opened up to minorities that have never been opened before.

Two things that we have found out from the research with regard to college students—and we have done considerable research—why won't you become a teacher? There are three things they tell us. One is teaching is not respected in society today, and I don't really want to go into something that I have to apologize for. That is their perception, and part of that perception is reality.

The second is compensation. But even more than compensation is "I don't see a future in teaching. There's no upward mobility.

There is no way for me, as a classroom teacher, after I'm in the profession for 10 or 15 or 20 years, to earn more money without having to become the principal or an administrator and remain a classroom teacher."

The last thing they have told us is why should I go into a profession that really is not a profession yet, a total profession, where my judgment will not be respected, where I am constantly told what to do and when to do it, where I cannot exercise creativity, where I cannot be a part of the decisions that are made. And so it's the workplace and what happens in schools, which college students are well aware of, in addition to the compensation, but the total compensation, as I indicated, in terms of the future potential, and the overall question of raising the status of the teaching profession in the eyes of the public. Those three things are going against us, and those are the kinds of things we're trying to change in Dade County, particularly with the close labor/management relationship.

I think the age of confrontation and adversarial relations are over. I happen to be one of those union leaders, Congressman Hayes, who believes that we're all in this together and we had better make sure that the survival is the thing we're talking about. The way to do that, in my opinion, is through cooperation and not through constant fighting.

Mr. HAYES. I share your opinion. I just happen to believe that parents and teachers are two important components to our being able to lick this problem.

Thank you, Mr. Chairman.

Mr. PEPPER. Mr. Perkins.

Mr. PERKINS. Yes, Mr. Chairman. I again thank you for the opportunity to question this distinguished panelist.

Certainly I would have very few questions. There is very little you have said that I don't agree with in some fashion. This is going to be a very difficult piece of legislation to see enacted. Those of us who have served on the Education and Labor Committee for a number of years fully realize that the fact that we pass a piece of legislation does not mean it's going to be funded, and that our present legislation we're passing is not being funded to the levels that we would like to see.

I think perhaps more for reality's sake, everyone in this room should realize that what we're talking about today is trying to mobilize a national interest in this type of legislation that can get to local representatives, local Congressmen, local Senators across this country, that will be interested in seeing that, as you said, we don't lose the war because we won the battle of the deficit. Indeed, this is something that we've got to focus on.

Again, I thank you and the AFT for what you have done in proposing new ideas and trying to get out of some of the channels that we've been in for such a long period of time that I think have been probably very detrimental to our overall approach.

Lastly, I would certainly concur with you that making the teacher a true professional is something, both in terms of monetary and in terms of career goals, something that we need to focus more on in this country presently. My mother was a teacher—both of my parents at one time or another were teachers. My mother was a

teacher who for years would come home and tell me this program they were going to institute this year, and after 20 years of teaching she was supposed to use this approach, and year in and year out they were trying different programs. It was a very frustrating experience for her. She considered herself a good teacher who knew how to try to motivate children and try to do a good job in the school system, and yet her opinion was constantly bypassed because of administrative regulations that came from on high, that seemed to intercede in a manner that they became not truly professionals but mere puppets. So we had a system with the decision makers at some end that no one seemed to know who they were. So I certainly understand and agree with a number of things that you said.

Again, I hope that we can see the motivation that's being done here in Dade County sweep across the country, and I hope very much that we can see more money, the bottom line. We'll just have to wait and see on that.

Mr. TORNILLO. So do I, Congressman.

Mr. PEPPER. Thank you.

Mr. Rahall.

Mr. RAHALL. I have no questions, Mr. Chairman.

Mr. PEPPER. May I just say one word in agreement with what you said about the low salaries. My late dear sister taught school for 38 years, including Jacksonville, and winding up in Fort Lauderdale, known as "Mamma Willis". She was a beloved and distinguished teacher. After 38 years, when she retired a few years ago, she was making $14,000 a year. It's a shameful figure for anybody in a professional status. Fortunately I have a grand niece who is teaching now, and she's only been teaching a couple of years, and I think she started in at about $17- or $18,000.

Mr. TORNILLO. Where is she teaching, Senator?

Mr. PEPPER. At Bradenton.

Mr. TORNILLO. Well, you ought to ask her to come to Dade County because next year we'll be able to pay her $25,000.

Mr. PEPPER. I'll tell her that.

[Laughter.]

Thank you very much, Mr. Tornillo.

Mr. TORNILLO. Thank you.

Mr. PEPPER. Now we have a distinguished businessman of our community, Mr. Larry Adams, who is Vice President of Economic Development, Florida Power & Light Company, who has taken an enlightened view of the cause of education as well as other good causes in our community. He has to leave and I'm putting him a little bit ahead of some of the other witnesses because of that.

Mr. Adams, we're glad to have you.

STATEMENT OF LARRY ADAMS, VICE PRESIDENT OF ECONOMIC DEVELOPMENT, FLORIDA POWER AND LIGHT COMPANY

Mr. ADAMS. Thank you, Congressman Pepper, and your colleagues, for letting me appear before you for a most important issue, an issue that is of great concern to Florida Power & Light Company. My cause for having to leave early is that I must attend the funeral of Jean Widden, whom you know very well, who hap-

pened to be one of the greatest community soldiers of our State and who will be sorely missed.

The FPL service area includes more than half the State of Florida, and we provide electricity in 27 Florida counties, an area that includes more than 2,000 schools and approximately one million students. If 25 percent of those students drop out of the school system, it's striking a devastating blow to the businesses and industries of Florida. The loss of these students doesn't just hurt the State school system; it hurts our State's chances for economic growth; and even more importantly, it hurts those students' chances for personal growth and career satisfaction.

You know that the State of Florida is the beneficiary of over a thousand people a day moving into our State, not the traditional retirees but people who are coming to create new jobs, new industries. We're the fourth largest electronic State, high tech, in the country, behind California, Arizona, Massachusetts and North Carolina. We're the fifth, but will be the fourth. So we also, by location, are situated in one of the most strategic parts of this hemisphere. The promise and the potential for international trade and commerce and growth is both promising, in at least the southern part of Florida.

I say that because, in preparing for the future needs of the business community, nothing is going to be more important than an educational system in a dynamically changing environment, one that can keep young people in school and graduate them with employment skills. By the turn of the century, Florida is expected to pass New York as the Nation's third largest State. That means there are going to be thousands of jobs available to those who are computer literate, to those who can master basic math skills, and to those who have command of the language art skills. As a State and as a nation, we simply can't afford to have one-fourth of our potential work force place in a position of having to be trained by the business sector.

Reducing the number of school dropouts has to become a top priority in this country because, in the words of a university president, if you think education is expensive, try ignorance. We have heard time and time again how the United States has slipped in the global marketplace and how we are no longer competitive in many areas. Many people go so far as to insist that we can never regain the economic position we once held as a nation. I don't believe that for one minute. But if we are to reclaim the lofty stature we once took for granted, it's going to take every resource that we've got, and of those resources, none are more important to us than the young people in school.

Somehow, our educational system has got to challenge students to tune in rather than drop out. Somehow, we've got to have a system that works not for just 75 percent of our young people but for all of them. There are at least 17 different dropout prevention programs already in place within our school system. Some of them work very well, but many of them fall short of the targeted objectives. We cannot afford to keep funding programs that don't work. We must make them effective, and to do that, I think we must take a different approach to the problem.

Congressman Perkins, you made a statement that included the words "root cause" a moment ago. Pat Tornillo made a statement in talking about top down and bottom up, vertical management practices. I believe that we really need to place more emphasis on the horizontal inclusion of business in a way that does precisely what you alluded to as identifying the root cause of the problem.

We have been selected as a community to participate in the Compact Project, which is an administration project, a National Alliance of Business project. I believe that in Dade County the best thing we could do as business, and the thing that we intend to do through the Compact Project, is to marshal that horizontal capability from business to match up with the school administration and the Pat Tornillos and the teachers, and to apply the management expertise of all concerned to do the best job possible of identifying what is the main underlying cause of the problem, to use our business and management and our expert analytical skills to zero in on the cause and effect, and then to move into tactical agendas that use the management discipline of piloting programs before we come to you for full funding of programs.

I believe that we have some excellent examples in Dade County. You've heard of a few and you'll hear of many others. The career lab project, the junior junior achievement of Dade County, is a good example of what I'm talking about, to change the attitudinal understanding and behavior at that early age. It was a program that was not rushed into and enormous sums were asked from business to put them in every elementary school. Rather, it followed the disciplined approach of coming up with a tactical agenda that addressed the root cause and piloted over a decent length of time in several elementary schools. It proved that it, indeed, produced desirable results.

By that process, business came forward through the Greater Miami Chamber of Commerce, and they weren't persuaded to invest in career labs; they were convinced to invest in career labs. So the thing that I believe we are not necessarily pioneering but staking our future on is a coalition partnership that will be responding to not only relevant problem resolution but problem resolution driven by data, driven pretty much, hopefully, by consensus, so that when we put these pilot programs into place, they will have a high probability of being successful, and that when we come to you and get beyond our local molecule for financial and revenue requests, we would hope that our request would be so convincing that you then would become part of our coalition to fight for the assignment of Dade County in a way that—and other schools who follow this process in the communities—in a way that you have a great deal of confidence in.

Mr. PEPPER. Mr. Adams, how many people would you say Florida Power & Light Company employs in Dade County each year?

Mr. ADAMS. New employees?

Mr. PEPPER. Yes.

Mr. ADAMS. Well, we have approximately 4,000 employees located here within Dade County, and I would say we probably employ around 400 new employees every year. Part of that——

Mr. PEPPER. How many of those would you say are school dropouts, high school dropouts?

Mr. ADAMS. Well, I don't know the exact figures, but I do know that we're part of the on-the-job training program. I can't answer that question. I do know they are denied employment with Florida Power & Light Company by virtue of not having a high school education with employable skills.

Mr. PEPPER. In other words, you're a good spokesman for business in general, that a boy or girl who has dropped out of high school is very much handicapped in getting a job now with business in Dade County; isn't that true?

Mr. ADAMS. They practically don't have a chance.

Mr. PEPPER. Thank you very much, Mr. Adams.

Mr. Hayes?

Mr. HAYES. No questions, Mr. Chairman.

Mr. PEPPER. Mr. Perkins.

Mr. PERKINS. Just briefly. Certainly I agree that business has got to become a lot more involved in this process.

Now, you have some specific ongoing programs at this time that you're trying to identify, as we said, the root causes?

Mr. ADAMS. Well, our Compact Project——

Mr. PERKINS. Yes, you mentioned that.

Mr. ADAMS. You're familiar with that.

Mr. PERKINS. Yes.

Mr. ADAMS. Our objective—and we're just cranking up—our objective is to respond with strong business input and teacher input, administration input and student input, in the identification and documentation of root causes. We're approaching it from a problem perspective.

Mr. PERKINS. I understand. What was the time frame on that?

Mr. ADAMS. Within the next nine months we expect to have a tactical agenda that will have priority programs that are data supported, that we can go to the business community and let them have that confidence that they're investing in something that is really the resolution to the problem.

Mr. PERKINS. Keep the committee advised on those. I think we're all interested in seeing how those studies go on.

Mr. ADAMS. Thank you. We will.

Mr. PEPPER. Mr. Rahall?

Mr. RAHALL. No questions.

Mr. PEPPER. Thank you very much. We appreciate your being with us, Mr. Adams.

Mr. ADAMS. You're welcome, sir.

Mr. PEPPER. Now we're going to ask all of the students—Mackie Barnes, Michael Oquendo, Dulce Terrero, Ginette Louis, Luis Collazo, Sadilia Williams, Roy Carter and Sharon Fuller—to come down to the front please. We're going to take you next. But we will take a five minute recess first.

[Recess.]

Mr. PEPPER. We are running a little late. Willard Fair has told me that he has to go and I would ask him to go ahead of the students if he will.

Mr. Fair, if you will please put your statement in the record and summarize it if you will. We are very pleased to have you.

STATEMENT OF T. WILLARD FAIR, PRESIDENT AND CHIEF EXECUTIVE OFFICER, URBAN LEAGUE OF GREATER MIAMI, INC., MIAMI, FLORIDA

Mr. FAIR. Thank you very much, Senator, and to the members of the committee. It is a pleasure to have an opportunity to share with you the observations of the Urban League of Greater Miami regarding our topic of dropouts.

Let me say that I have submitted already to the staff the record which outlines the issues of concern by the League and which we hope makes appropriate recommendations regarding the resolution.

Let me say to you that while you may read that, let me point out that the issue of resolution goes beyond the document, it goes beyond the bill that you are offering as part of the resolution.

We have heard a great deal of discussion this morning about children at risk. We have heard no discussion about who puts them at risk. We have heard a good deal of discussion about what we should do once they are at risk; but we have heard no real discussion about what must happen so that they may never be at risk again.

One of the things that we have to look very carefully at in response to the problem is to make sure that we identify the right problem, and to focus on dropout problems simply by a series of programs followed by some public policy may not clearly determine who will be at risk in the future.

It is important for this committee to note that the value system in Black America related to the value of education as the avenue for equity and parity with the rest of America no longer exists. It is significant to note that the dropout rate is not a new phenomena in the Black community. It is the incidence that is occurring that makes us become concerned about it.

But as you look at all of the exciting things that we are doing here in Dade County as enumerated by our Superintendent and underscored by our union administrator; clearly, as you pointed out, Senator, in spite of all those efforts one out of every four kids decides to take an exodus.

I submit to you that part of the primary reason in the Black community is the fact that in 1989, unlike in 1959, there is no value on education. My community does not believe that it is important to be educated. So to suggest to them that they stay in school two years longer, with an attitude of non-importance about the process, simply means that we postpone the inevitable for two more years.

I submit to you that one of the things that this committee ought to be about the business of doing is making sure that you challenge your colleagues who have the responsibility for the Department of Education subcommittees so that they can begin to understand the value of creating a massive Wall Street media campaign focused on Black America—the theme being clearly a renaissance on the value of education.

I believe that we have got to create such a program of the magnitude and scope that we have done in response to the AIDS epidemic in this community; that mothers in this State did with the whole

issue of drunk driving; that somehow, as Mr. Perkins pointed out, there must be a national concern about the value of education; and that we have got to Wall Street promote that and market that throughout every hamlet, neighborhood, and ghetto in America.

I submit to you that in the absence of restoring value on education, then the public policy that you are proposing and the wonderful programs that we are implementing will simply only serve those few who are fortunate enough to come through the process.

I think also that this committee needs to look beyond its committee responsibilities and not only challenge the Department of Education to do so many things, but I think we must say to other Federal instituted programs that they can use their responsibilities to bring about that value on education that we talk about.

For example, each summer, through JTPA and DOL there are a series of summer teen employment jobs ready for students to go to work during the summer. Somehow we've got to be more specific; somehow we've got to connect up those who get those jobs and those who are in school, those who are doing well in school, those who are making good grades in school, that the opportunities must be steered as incentives, as rewards, to those who already recognize the value of education. We cannot indiscriminately say to those who do not participate prior to the process beginning in the summer, that you have been out of school; you have not attempted to enroll either in school or an adult course and, therefore, we will treat you the same in regards to these new kinds of missions.

I think we have to target those and I think the message has to be very clear that this is a reward and this is part of what you get if you stay in school, do well, make good grades. I think that has more impact than saying, I've simply got to go two more years in order to say that I have competed and, therefore, the ratio goes up.

Finally, the whole issue of entitlement programs. Somehow we have to understand that part of the absence of value rests with the current attitude of the adults in my community. If adults have no value on education; if they are dependent upon welfare and other kinds of entitlement programs, then the likelihood of their being able to pass on to their siblings the value and the importance of education is very limited.

When children raise children, the process of parenting is learned, therefore, if they do not have it themselves, they cannot pass it on. And in the absence of that ability, they behave as nature would allow them to behave given the circumstances in which they find themselves. And in most instances, those circumstances today do not place a value on education; they do not place a value on struggle, sacrifice, delayed gratification. But they do place a value on instant gratification; they do place a value on quick money; they do place a value on those things that come easy without any sacrifice.

Somehow we must take the entitled programs which have, in my judgment, made it obvious that that is all right, and restructure those entitled programs so that those who are dependent upon them understand that they must do some different things with their children if they are to continue to be the recipient of it.

It makes no sense for us to increase AFDC to parents who do not assume parent responsibilities as those responsibilities are related to your child staying in school, and going to school. And somehow

we have separated that responsibility and given that to someone else it ought to be responsible for.

I think that there has to be some stimulations that there's a contract that's going to be existing between those who believe that automatically they should receive the entitlement programs. They must now know that in order to receive them there are some responsibilities that we will force you to do. And if you do not carry out your end of the contract, then you will no longer receive them.

The point is that you restructure the system so that it makes people behave in the best interests of all other people. And structuring the entitlement program towards that end, in my judgment, does that.

[The prepared statement of T. Willard Fair follows:]

United States House of Representatives
Committee on Rules

House Committee on Education

T E S T I M O N Y

on the

ISSUE OF SCHOOL DROPOUTS AND DROPOUT PREVENTION

Prepared by:

T. Willard Fair, President and
Chief Executive Officer
Urban League of Greater Miami, Inc.
8500 N.W. 25th Avenue
Miami, Florida 33147

The Dade County Public School System's student population K-12 for the 87-88 school year was 267,159. The ethnic composition was as follows:

Black	- 88,099	33.10%
White	- 55,984	21.03%
Hispanic	- 118,917	44.68%
Asian Pacific Islander	- 3,077	1.16%
American Indian	- 82	.03%

Among grades 9-12 for the school year 1986-87, the total population and dropout statistics are reflected as follows:

Dropout Stats Grades 9-12

Total Student Population

White - 19,981	Black - 22,544	Hispanic - 29,385	Asian - 891
Dropout: White - 1,073	Black - 1,761	Hispanic - 2,064	Asian - 28
Percent: White - 5.4%	Black - 7.8%	Hispanic - 7.0%	Asian - 3.1%
Total - 72,824	Dropout - 4,906		Percent - 6.7%

The magnitude of the problem is devastating.

The problem of dropout prevention requires the collaborative response of a cohesive network involving the home, school and community at the political, social and religious levels.

There are many variables that correlate with dropping out of school. Poverty seems to be a unified thread woven into the concept of "at risk," culturally disadvantaged students. Usually, however, the culturally disadvantaged and low socio-economic status is commonly associated with dropouts. These students are disproportionately Black and Hispanic, because their racial groups are disproportionately poor.

"At risk" youth are young people who face uncertain futures as workers and citizens. At stake is whether they will move into productive adult lives or

fall into patterns of chronic failure that deepen their alienation and dependency upon the welfare system.

The demands for improved academic achievement and educational reforms are at an all-time high. Schools are confronting a dilemma of great proportions and serious consequences if not resolved on both sides of the issue. The dilemma: Keep at-risk youths in school and bolster the basic skills of graduates.

I submit to you that both can be done. However, intense financial support and intervention is needed at the federal and state levels of government.

What role can/should government play? Allow me to elaborate on the issues, recommendations and desired government responses to this problem based on my perception.

I. ISSUE

A system-wide approach to resolving the problem of high dropout rates among our youth is the only meaningful way to address the issue. The instructional staff of any school spends the greatest amount of time with and potentially has the greatest impact on student behavior of any school personnel.

To maximize the potential for creating an environment in which both teacher and student can function at optimum levels, certain pre-requisites must exist and must be met:

1. Training, recruitment and placement of teachers must be done with the utmost care to protect the emotional and psychological needs of youth.
2. Teachers must believe fundamentally that all youth can learn.
3. Teachers must be COMPETENT, SENSITIVE, and CARING individuals.
4. The diminishing pool of teachers who meet the desired criteria must be replenished by attracting expertise from the private sector utilizing proven incentives.

RECOMMENDATION(S)

1. To attract the types of individuals needed, we must groom college students in "teacher education centers". These centers would encompass pre-service internships beginning with the sophomore year for potential educators. For those persons already in the system, paid sabaticals and training should be offered to bring them to the desired level of functioning.
2. Cooperative Education - focused on Math, Science, and Language Arts, may be instituted utilizing private sector employees possessing the needed skills as "on-loan" or employed staff. Additionally, education corps may be developed, which offer college tuition in exchange for 5 years of service to the education system for academically qualified students.

GOVERNMENT'S RESPONSE

1. Financial support for the funding of this recommendation is needed.
2. Tax incentives should be made available to employers would participate in loaning their staff to the educational district.

II. ISSUE

Pre-School Intervention is felt to be a major determining factor in dropout prevention.

RECOMMENDATION(S)

An expansion of the number and capacity of pre-schools in this county is warranted.

GOVERNMENT'S RESPONSE

The local school district should be encouraged to devise creative and innovative ways to utilize Title I dollars. There should be reduced monitoring of expenditures related to the categorical use of Title I monies.

III. ISSUE

The overpowering "Thrust For Excellence" for high school graduates impacts adversely on "at-risk" students. While not wishing to / wimish the need for academic excellence, this should not adversely impact this population by forcing them to dropout.

RECOMMENDATION

Any policy which has system-wide impact should be reviewed to determine its emotional and psychological impact on the at-risk youngsters.

If there is potential adverse impact, needed student support items should be identified and recommended to assist the at-risk group in remaining in school and being able to compete.

GOVERNMENT'S RESPONSE

Increased funding is needed to support these "special supports" of at-risk students.

IV. ISSUE - SPECIAL PROGRAMS

Dade County is an immense urban center with all of the corresponding variables related to housing, employment, health care, education, etc., which negatively impact on those of low-socio economic status who also comprise the at-risk population. The education system has to be restructured such that it personalizes the education experience for students. All models developed must build on the strengths of students.

RECOMMENDATION(S)

1. Various educational models which foster a reduction in the student/teacher ratio must be developed and implemented.
2. All support institutions, i.e., health, housing, employment, social welfare, etc., should be coordinated within the educational setting.

This will allow students to be served utilizing a "Holistic Approach" thus, nullifying the fragmentation which leads to frustration and ultimate dropping out.

GOVERNMENT'S RESPONSE

1. Education, health and human services should be funded in a collaborative manner with the school district being responsible for the coordination of services to students. This will maximize the benefits received by students.
2. Tax incentives should be offered to the corporate community in an attempt to have them support alternative learning models for at-risk youth.

V. ISSUE

The need for gainful employment based on economic deprivation is overwhelming among at-risk youth. This is true for single youth and more pronounced for teenage parents.

Additionally, the sale of drugs and the large amounts of money to be made has become a major factor in the decision to leave school for many inner city youth.

RECOMMENDATION

1. Adult education must be maintained and expanded to accommodate those students who must work.
2. Students must be encouraged to return to school after childbirth and they should be given all social service benefits necessary to facilitate remaining in school.
3. Legal leniency is needed in making laws which define the sale of drugs a felony, irrespective of age. Thereby, eliminating the juvenile offender status; affording limited incarceration and return to the streets to resume "business as usual."

4 Experimental schools which operate based on flexible schedules to accommodate student needs should be modeled and implemented.

GOVERNMENT'S RESPONSE

1. Enact legislation which allows the treatment of youth as adults within the judicial system when the charge is "sale and distribution of drugs."
2. Enact legislation to terminate all social welfare benefits to teenage parents who either fail to return to and complete high school or equivalency requirements and those who have repeat pregnancies prior to completion of high school.
3. Provide funding for "flexible scheduling" within the education district.

VI. ISSUE

Computer assisted training is considered an excellent learning tool for at-risk students.

RECOMMENDATIONS

Expand computer assisted learning in the School System.

GOVERMENT'S RESPONSE

Provide increased funding to support the implementation and expansion of computer assisted training for at-risk students.

VII. ISSUE

PARENTAL INVOLVEMENT as it relates to supporting the education system efforts is needed and can be a valuable tool in preventing dropouts. Many socio-economically disadvantaged parents are in many instances unable to assist students because they have educational deficiencies which make this possible.

RECOMMENDATION

Literacy training for parents should be offered with focus on assisting parents to teach kids and provide cultural and educational outlets to at-risk youngsters.

GOVERNMENT'S RESPONSE

Provide funding needed to implement and expand "parent education" at the community level.

SUMMARY

I have defined the problems. Made recommendations and suggested governmental responses to a very complex problem, which has the potential of adversely affective all Dade County residents. It is my fervent hope that together all of us, working together, can resolve this problem

Mr. HAYES. Do we have a full copy of your testimony that particularly deals in this area of reforming our welfare system as it relates to entitlements to make it mandatory that they follow certain restrictions and certain guidelines in order to be eligible? Do you have that documented?

Mr. FAIR. I have testimony that I have given you, which does not document in the detail that I gave you just now, that portion of my own personal philosophy.

Mr. HAYES. Okay.

Mr. PEPPER. Mr. Fair, we thank you for an eloquent statement.

Mr. FAIR. Thank you, sir.

Mr. PEPPER. Now we will have the students. First we will have Mr. Mackie Barnes and Mr. Michael Oquendo. Will you folks come up to the microphone, please. Go right ahead, gentlemen, and make your statements with respect to being a dropout.

Are both of you dropouts?

Mr. BARNES. No, sir.

Mr. OQUENDO. No.

Mr. PEPPER. Well, tell us why you are not.

STATEMENTS OF MACKIE BARNES AND MICHAEL OQUENDO, STUDENTS

Mr. BARNES. I am not a dropout because of people who showed me that they really cared about my being in school and certain programs that helped me brighten myself as to staying in school.

Mr. OQUENDO. I am not a dropout because of the same reason. I have people who care, too.

Mr. PEPPER. Have you graduated from high school?

Mr. OQUENDO. No, but we are going to.

Mr. BARNES. No, sir.

Mr. PEPPER. Are you still in high school?

Mr. OQUENDO. Yes, we are.

Mr. BARNES. Yes.

Mr. PEPPER. What grade are you in?

Mr. OQUENDO. Eleventh.

Mr. BARNES. The same.

Mr. PEPPER. Eleventh. And why do you think so many students drop out?

Mr. BARNES. Basically, it is because they have been sort of shuffled around in life, and some of them have problems that most people would love to be concerned with, but no one shows them any concern as to them dropping out, and so they feel that no one cares.

Mr. PEPPER. What would you say?

Mr. OQUENDO. That is what they need. They need someone who cares. They need someone to be with them when they are in trouble.

Mr. PEPPER. Is there anything you would recommend that we do to keep them from dropping out?

Mr. OQUENDO. Yes. We need a little bit more school spirit. We need more life to our school, you know, more activities. There are some graduates right now that tell me, "Oh, Miami Beach Senior High used to be a good school." Well, why can't it still be a good

school? It can still be a great school, which it is. We have some teachers that are good; we have some teachers who just, you know, don't care. We have a little bit of good, and we have a little bit of bad, but we have to take care of that bad.

Mr. PEPPER. Do you think it is the schools' fault in any way that so many students drop out?

Mr. BARNES. No.

Mr. OQUENDO. No, not all the time; it is not at all. It could be family problems. I at one time had my problems, you know.

Mr. PEPPER. You young gentlemen are setting a good example for your fellow young people. We hope they will follow that.

Any questions?

Mr. HAYES. Just one little thing.

Do both of you go to the same high school?

Mr. BARNES. Yes, sir.

Mr. OQUENDO. Yes, we do.

Mr. HAYES. Are drugs a problem in your school?

Mr. BARNES. Excuse me?

Mr. HAYES. Drugs.

Mr. BARNES. Drugs is basically a problem wherever you go.

Mr. HAYES. In your school.

Mr. BARNES. In our school?

Mr. HAYES. Yes.

Mr. OQUENDO. Pretty much, yes.

Mr. BARNES. Yes.

Mr. OQUENDO. And we have a lot of dropouts—bad attendance, bad conduct.

Mr. HAYES. Okay.

Mr. PEPPER. Any other questions?

Thank you very much, gentlemen.

Next, Dulcee Terrero and Ms. Ginette Louis. Are they here? Is Mr. Terrero here?

Ms. LOUIS. He is not here.

Mr. PEPPER. Ms. Louis, we are pleased to have you. Go right ahead.

STATEMENT OF GINETTE LOUIS, STUDENT

Ms. LOUIS. My name is Ginette Louis.

Mr. PEPPER. Are you a dropout?

Ms. LOUIS. No, I am not a dropout student.

Mr. PEPPER. Go right ahead. Tell us why some students are dropping out.

Ms. LOUIS. I think because some of them think school is boring, and some of them, because of their grade, that can make them drop out of school.

Mr. PEPPER. Have you any advice to give this committee on how we can keep students from dropping out so much?

Ms. LOUIS. Well, students need more people to talk to them, like counseling, students need special tutoring, and students need more jobs, and students need more activities in school, going on field trips and so on. That can help them stay in school.

Mr. PEPPER. Well, you are setting your fellow students a good example.

Any questions?

Mr. HAYES. I didn't get the grade. What is your grade level?

Ms. LOUIS. Twelve.

Mr. HAYES. You are a senior now.

Ms. LOUIS. Right.

Mr. HAYES. You are going to graduate this year?

Ms. LOUIS. I hope so.

Mr. HAYES. Congratulations, and do it. You have got to hang in there.

Mr. PEPPER. Any other questions.

Thank you very much, Ms. Louis.

Mr. Luis Collazo and Ms. Sadilia Williams, will you come up here.

Mr. Collazo, will you go ahead.

STATEMENTS OF LUIS COLLAZO AND SADILIA WILLIAMS, STUDENTS

Mr. COLLAZO. Good morning.

Mr. PEPPER. Are you in the eleventh grade?

Mr. COLLAZO. I attend Madison Senior High, and I am in the eleventh grade. I am one of the two students in the panel who dropped out but then came back to school, and right now I am involved in a school program that is called Career Facilitators. It is a program that helps tutor students at risk, and I am no longer a student at risk, but I help tutor students who are going through the same thing that I was going through last year.

Mr. PEPPER. Have you any understanding of why so many students drop out of school?

Mr. COLLAZO. In my opinion, I basically dropped out of school because school was not a challenge. It was not the fact that I couldn't or wasn't capable to handle everything academically; that was not it. The fact was that I got bored out of school, you know. Coming to school was not something interesting any more. I dropped out because I was bored.

Mr. PEPPER. They don't realize what they are doing to their future, do they?

Mr. COLLAZO. I didn't, but thanks to the help of my counselor, my career specialist counselor, she made me realize that without a high school diploma there was no way of me getting a decent job.

Mr. PEPPER. Well, you stay in school and go on to college. I hope every one of you understands that your life will be so much richer, your jobs will be so much better, your standard of living generally will be so much higher, if you go on to college. Every one of us here at this table is concerned that every boy and girl in America who is qualified to go to college have an opportunity to do so, to take special training, to fit themselves for a more useful life.

So we all hope that every one of you will stay on in high school and graduate from college.

Ms. Williams, will you tell us what grade you are in?

Ms. WILLIAMS. Eleventh.

Mr. PEPPER. You will graduate in the twelfth grade?

Ms. WILLIAMS. Yes.

Mr. PEPPER. I see. And you are going to stay on, aren't you?

Ms. WILLIAMS. Yes.

Mr. PEPPER. Why do so many of your friends drop out?

Ms. WILLIAMS. Because they don't want to stay in school, and they are bored when they come to school, and they have too much more programming to keep them in school.

Mr. PEPPER. What percentage of the dropouts would you say are on account of teenage pregnancy? Is it a considerable number?

Ms. WILLIAMS. It is.

Mr. PEPPER. It is tragic, isn't it? Have you any suggestions as to anything we can do to be helpful?

Ms. WILLIAMS. Yes. Like my program, my teacher. When you come to school, you have more programs, and then you have to stay on in school.

Mr. PEPPER. Well, that is very kind of you. You keep on course, and continue to be a good example to other young ladies that are in school. Stay on, and go on to college.

Ms. WILLIAMS. Yes.

Mr. PEPPER. Any questions?

Mr. Rahall.

Mr. RAHALL. Thank you, Mr. Chairman.

You may have heard me earlier in the question I asked the superintendent of schools when he was here about any discussion of revocation of driver's license if you dropped out of school. Do you all have drivers' licenses?

Mr. COLLAZO. I do.

Ms. WILLIAMS. No, I don't.

Mr. RAHALL. What are your thoughts on that?

Mr. COLLAZO. Revocation of the driver's license? I don't think that is fair, because there are some students that drop out and they drop out because they probably have a good reason for dropping out. I don't believe there is a good reason, but it was a decision they had to make, to drop out to go to work.

One thing I would like to suggest is a program to get students not to drop out. A lot of students drop out just to go to work.

Mr. RAHALL. And they need their car to go to work?

Mr. COLLAZO. Not their car—well, they just drop out to go to work because they want to work.

There are a lot of programs, like on television, you know, "Become a medical technician; you don't need a high school diploma; all you do is join us, and"—you know—"we will help you; you will become a medical assistant" or whatever. Programs like that that don't require a high school diploma. Students get interested in it, and they ask themselves, "Why am I going to high school and wasting my time when I could be getting paid for being a medical assistant?"

One thing I suggest is that schools have more vocational programs, because at my school they don't have any vocational programs. In order for me to have a vocational education, I have to go to another school; I have to cluster; that is what they call it, cluster, busing from one school to another. That discourages a lot of students.

So what I recommend is that more vocational programs be facilitated at every school, not just at one school, because that way, a student is going to graduate from high school with their diploma,

and also they are going to have training in a vocational program they can rely on right after high school. Instead of having to go through the basic training of a vocational program right after high school, they could be getting that training during high school.

Mr. RAHALL. I can understand your concern on vocational education, and that is properly placed and a very good suggestion on that. But as far as revocation of the driver's license, you don't feel that that would be any incentive to stay in school?

Mr. COLLAZO. That is just like saying—I know people that are in school, and they can't wait until they get to be 16 years old to drop out. They already have their minds set on dropping out. Having your license revoked—people will go to school, but they will be in school not wanting to be there, and they won't learn anything.

Mr. RAHALL. But they will stay in school.

Mr. COLLAZO. They will probably stay in school, but what good does it do staying there and not learning anything?

Mr. RAHALL. You never know what might sink in.

Thank you, Mr. Chairman.

Mr. PEPPER. You mentioned vocational education. Do you students in high school have an opportunity to take vocational training of some sort?

Mr. COLLAZO. Yes, there are classes like cosmetology, engineering, mechanical engineering—things like that—but they are not facilitated at every school.

Mr. PEPPER. You think there should be more vocational training.

Mr. COLLAZO. More vocational, and it should be at every school, not like some people get shipped from another school just to take that class, and that discourages a lot of people.

Mr. PEPPER. Any other questions?

Mr. HAYES. You dropped out, and, if I understood you correctly, it was your counselor that did the job of convincing you to reenter school. How long were you out?

Mr. COLLAZO. I dropped out in March of last year, and I reentered school September of the same year. One-on-one counseling is a great way to do it, because every student needs someone to identify with. They need a teacher that they can go to and talk out problems and stuff like that.

Right now, I am involved in—the closest I could get to vocational training is work experience. I leave school early to go to work, and that has helped me a lot, along with one-on-one counseling that I get from my counselor.

Mr. HAYES. Part of what this piece of legislation we are talking about now, H.R. 670, is to provide incentives for kids who have dropped out to reenter, and this is certainly an important part of trying to recapture that lost talent that this nation needs.

Even if it means costing more money to the taxpayers in order to provide this kind of program—I know you are not a taxpayer yet, unless you are working, but could you see us going in that direction, as Members of Congress, to support this kind of program?

Mr. COLLAZO. Like you were saying, we are the future of America, and so they should invest, or they should sacrifice in order to get back something.

Another point I want to make: I am not saying I want to go to school to be entertained, I am just saying I want to go to school to

learn, and making the learning, not fun, but I want to get the spirit, I want to want to learn, not just go to school and say, "I have to learn," but make me want to learn.

Mr. HAYES. You are quite different from my grandson, who weighs roughly 230 pounds now. He has aspirations of becoming a professional football player, but I tell he could fracture a leg or knee before he ever got there, so he had better get something else in mind.

Thank you.

Mr. PEPPER. Thank you very much. We appreciate your valuable suggestions.

Would the last two students, Mr. Roy Carter and Ms. Sharon Fuller, please come forward.

Ms. Fuller, we will hear you first. What have you to say on this subject?

STATEMENTS OF SHARON FULLER AND ROY CARTER, STUDENTS

Ms. FULLER. I have two kids, and I don't want them to be a dropout, because I'm not a dropout. I started to be a dropout in junior high school, hanging with the wrong people, got pregnant, and I saw from that way of life I didn't want my kids to be a dropout.

Mr. PEPPER. Why do you think so many students drop out?

Ms. FULLER. Because they think school is boring. It is not fun to them; that's why.

Mr. PEPPER. Have you any suggestions as to how we can keep them from dropping out?

Ms. FULLER. Yes. Make it more interesting for us. Make it fun for us.

Mr. PEPPER. You are in the eleventh grade?

Ms. FULLER. Yes.

Mr. PEPPER. You are going to continue and graduate, aren't you?

Ms. FULLER. Yes.

Mr. PEPPER. Do you want to go to college?

Ms. FULLER. Yes.

Mr. PEPPER. You are going to try to go to college too, aren't you?

Ms. FULLER. I'm going.

Mr. PEPPER. Good for you.

Mr. Carter, what would you tell us?

Mr. CARTER. Well, I was going to drop out, then my facilitator, Mr. Blake, came along, and he helped me along. Basically, the program Operation Get Ahead is like a shoulder for me to lean on and keeps me going in school. It keeps me from thinking about dropping out any more.

Mr. PEPPER. Are you in the eleventh grade also?

Mr. CARTER. Yes.

Mr. PEPPER. You are going to graduate, aren't you?

Mr. CARTER. And continue.

Mr. PEPPER. Are you going to go to college?

Mr. CARTER. Yes, and be a computer engineer.

Mr. PEPPER. Have you anything else to add to your recommendations?

Mr. CARTER. For the rest of the school, yes. It could be a better program if we had another part of it called Outward Bound. Out-

ward Bound would be like a place so they can come and learn more about survival. Instead of dropping out, they would have something else to think about and to push for more of them to finish school instead of dropping out.

Mr. PEPPER. Well, thank you very much for your valuable suggestions.

Any questions?

Mr. HAYES. Ms. Fuller, you said you have two kids?

Ms. FULLER. Yes.

Mr. HAYES. How long were you out of school?

Ms. FULLER. I was not really out, but I had a tutor come out and help me.

Mr. HAYES. Wait a minute. Let me understand you now.

Ms. FULLER. I had a tutor. She would come out and help me.

Mr. HAYES. During the period when you were taking care of your kids?

Ms. FULLER. Yes.

Mr. HAYES. Now you are convinced that you are on the right track?

Ms. FULLER. Yes.

Mr. HAYES. How can you transmit what you have experienced to others?

Ms. FULLER. Because staying home is boring. It is the same thing over and over, and I had enough.

Mr. HAYES. And you want to make sure your kids don't come up and drop out of school.

Ms. FULLER. Right.

Mr. HAYES. All right. Keep on keeping on.

Mr. PEPPER. Any other questions?

Thank you very much. You all have contributed very valuably to this hearing, and we are grateful to you. Thank you all very much.

Now, as often occurs in these hearings, we are running way behind. I am going to ask the others now, in order to give everybody a chance to be heard, please observe the requirements that we initiated in the first instance: Put your statement in the record, and give us a brief summary of what you have to tell us. We are very grateful to have you here.

Dr. Nancy Peck, and she will be followed by Ms. Francena Thomas.

Dr. Peck, we will put your statement in the record. It will be received, without objection. Would you give us a summary of what you can tell us.

STATEMENT OF NANCY PECK, NATIONAL DROPOUT PREVENTION NETWORK, UNIVERSITY OF MIAMI CENTER FOR DROPOUT PREVENTION

Ms. PECK. Yes, I will summarize.

I am speaking both as the director of the Dropout Prevention Center at the University of Miami, and also my statements will come from a national perspective because I am presently the chair of the National Dropout Prevention Network.

It is important, I think, that we look at it from a national viewpoint for a moment, if we can, because I think what is happening

across the country is that communities and school systems alike are really becoming part of the solution. We have talked a lot about the problem, we know what the consequences are, and we know that the solutions are not simple, and therefore we are going to find lots of different answers, and they are going to reflect the needs of the different school systems.

You have heard that we do different things in different schools or in different areas. The rural responses are sometimes different than inner cities; suburban responses are different as well. Students that are writing dissertations on the gifted dropout. These aren't just a certain kind of students that we can stereotype, these are across-the-board kids who are dropping out.

I think across this country people are mobilized, and what we need more than anything else is what you mentioned earlier, a public awareness on the part of the Federal Government, Congressmen, to both give resources but to prioritize the issue, to take it back to their homes and address it, such as you are doing.

Miami has a beautiful example of the kinds of things that are happening. I think most important, what happened is, dropout prevention became a key word in 1984 and 1985, when most of us really started working full-time on the issue. We have come a very long way. One of the things that I think it is important that you understand is that at first our response was, "Let's put in programs; let's put in dropout programs here, and here, and here, and let's fund them for extra money." Then, next year, if the money didn't come through, they might drop out, the programs might end.

But what I really think has happened is that we have dropout programs, alternative programs, that recognize that kids learn at different rates of speed, they learn in different ways, and we respect that.

At the same time, we have to understand that the demographics of the 1990's suggest to us that that isn't going to be enough, that over 50 percent in our inner cities are going to be high-risk kids, and so we have to look at the schools, and that is what you have been hearing from Pat Tornillo and our superintendent.

We are saying we can't just look at patchwork, we can't say there is something wrong with the kids, our system is okay, there is something wrong with the kids, and we are going to fix the kids up, because I don't believe that is realistic. I think we need to fix the system up and we need to do it in very big ways, and I think people are starting to recognize that, and we are starting to take the blame away from the kids and putting it where it belongs, and that is in the school system.

Even our superintendent has said to you that we need to look at policies of retention, suspension, absenteeism, grading, and say, "What is it that we are doing?" This is what a lot of the research is directed at now, like Wheelock in Boston, Gary Village in Wisconsin. They are saying, "What is happening? How are the schools contributing to the problem?" We are realizing that, in fact, we are contributing as educators. So we are looking at policies. We are looking at the whole idea of school-based management, and I have addressed all the kinds of things we need to look at.

Time flexibility: Who says that schools should begin at 8 o'clock and end at 3? We have got to have ways that kids can get credits in

shorter periods of time and longer periods of time, if they need it, that if they come in the middle of the semester they are not going to miss the whole semester because they can't get any credits.

It is a very difficult problem that we are looking at in terms of pre-school programs. You heard that we have so many pre-school kids that need, I believe, attention in terms of the whole high-risk factors and need to have early identification as well as early education. I think we are recognizing it, and we are trying to do it. We don't have the money to go across the board.

For the first time, I think, we are understanding the importance that we have to evaluate our efforts. For too long we have been having programs dumping money into them, and we have not evaluated.

So I am reading carefully your bill, H.R. 670. I would like to say that, number one, I do like the idea of it being a partnership. I hope it doesn't get bogged down in the bureaucracy at the State level and can go as quickly as possible directly into schools.

I do like the idea that you are asking for accountability and that you are asking for evaluation. You have built that into the bill, and I appreciate that.

Also, the amount of money: We can always be asking for more, but the very fact that you are recognizing and will keep this in the focus at the Washington level is just extremely important.

[The prepared statement of Nancy Peck follows:]

Testimony on Dropout Prevention

Committee on Education and Labor
U.S. House of Representatives
February 13, 1989

My name is Nancy Peck, I am the Director of the Center for Dropout Prevention at the University of Miami and Chair of the National Dropout Prevention Network.

In the last few years, we have become aware of the consequences of our indifference to the problem of children leaving school before graduation. In addition to the individual human lost, the consequences of dependency, unemployment, crime, drugs and teenage pregnancy are affecting us all.

Across the country, in rural and urban areas alike, schools systems and their surrounding communities are beginning to become part of the solution. Through our research, experience and networking, we have learned much about the problem, the consequences and the solutions. We have been reminded that as educators we must provide options recognizing that all students do not learn at the same rate and in the same way, and that there is not only one way in which to earn an education. Our alternative schools and dropout prevention programs at local levels are addressing this need.

At the same time we must push for major systemic changes to occur within schools. Schools that are designed to serve all students, including our high risk children. We've learned that essential components of these schools include:

- Strong principals that prioritize dropout prevention and invite shared decision making with teachers prompting collegiality and mutual respect within the school.

- Personalized schools with positive climates so students won't continue to say that "nobody cared about them". Schools that recognize and respond to the myriad of problems children bring with them to school, demonstrated by programs such as peer counseling, teacher advisement and adopt a student.

- School policies flexible enough to respond to and show an understanding for student's problems. Policies regarding retention, suspension, attendance

and credit attainment that are designed to encourage kids to stay in school, rather than alienate them.

- Strong career education and work related components that provide for many students a smooth transition from the world of school to the world of work.

- Time flexibility so that in some school students can earn credits at variable rates based on competency. Where some schools are open earlier, remain open longer and are available in the summer and Saturdays for enrichment and remediation.

- Extensive preschool programs that recognize that dropout prevention does not begin in high school, and that early years are precious years for learning.

- Responsive communities that understand that the dropout problem is everybody's problem; where Private Industry Councils and corporations are encouraged to form partnerships with schools and where human services are linked with students in and out of school.

- Evaluation of our efforts to find out what works and why.

I have just visited the South Bronx where I felt as if I was driving through a war zone. There were signs of devastation everywhere with burned out buildings, crack houses and disrupted families. I entered a school (Bronx Regional High School) that operated like a huge family. Where people care about one another, forming family groups that meet regularly to discuss students problems and courses are clustered around themes relevant to their lives. Where babies ate with their mothers at lunch and were cared for down the hall. Where teenage mothers are taught parenting skills and prevention tactics to cope in the real world. I observed a work co-op program sponsored by a collaboration of public and private agencies, where students work one week and go to school one week on a rotating basis, learning on the job skills, academic skills and employability skills while renovating a local building that will provide a shelter for homeless students.

This and other schools I've visited were places where students can earn credits based on competency rather than time; warm and caring places with strong leaders, motivating and relevant curriculums, participatory management, high expectations, and places where high risk students were staying in school to get their diplomas. In these schools students feel cared for and are successful and confident. All schools can look

like this.

We know the problems, the consequences and are learning the solutions. Now we need the support and the resources to implement our plans. House Bill 670 demonstrates federal leadership in the area of dropout prevention. I'm pleased to see that the bill requires partnership from the state and mandates accountability and evaluation of our efforts.

You are visiting a community (Dade County) that has a school system with a:

- Strong superintendent with a vision.
- A teachers union that tries to work cooperatively with the school system.
- School based management that allows teachers to participate in decision making.
- A community that appears to grow more responsive each day with corporations like Citicorp, Burger King, Ryder and Sun Bank that are supportive to dropout prevention efforts.
- Community groups like the Chamber of Commerce, Urban League and the Cuban American National Council who get involved in education.
- A Private Industry Council that has designed a program that provides community support services and counseling to high risk students in 13 high schools.

Though we have a growing dynamic system here in Dade that is attempting to be responsive to our children at risk of dropping out of school, we have a long way to go. We need the support of the Federal government in prioritizing this issue, increasing public awareness and in helping us with the resources to get the job done.

If we are to continue to be responsive to the demographics of the 1990's, we must have increased support that includes all levels of government in collaboration with the public and private sectors. Educators can not do this job alone. We all own the problem and we must all work together for the solutions.

Our children are worth it!

Mr. PEPPER. Thank you very much, Ms. Peck.

Any questions?

Thank you very much. We appreciate what you are doing at the University of Miami in this area.

Next is Ms. Francena Thomas, chair of the District Advisory Council on Dropout Prevention, Metro-Dade Policy Department.

Would you file your statement and give us a brief summary of your position and recommendations.

STATEMENT OF FRANCENA THOMAS, CHAIR, DISTRICT ADVISORY COUNCIL ON DROPOUT PREVENTION, METRO-DADE POLICE DEPARTMENT

Ms. THOMAS. Good afternoon. How are you, everybody?

I am pleased to be here for the Council. We have been operating since 1984, and I have three things or so that I would like to talk with you about regarding this. I have submitted my document, and I regret that it is hand-written, but I got in Saturday morning as I came in from out of town, and I spent the night writing it by hand. So I hope that you can read my writing.

But I want to start out by saying that the District Dropout Prevention Council is a unique creation in that it grew out of a grand jury's deliberations. The grand jury took up as one of its issues the high dropout rate among particularly minority students at that time, and they identified being a nation in isolation as the major problems confronting these youngsters trying to go through school. Many of them left school, and the number was so high that they just felt that the system had to respond. The then superintendent, Dr. Britten, appointed a committee, a council, to be a kind of monitor/overseer of the dropout prevention programs that had come to the Dade County school system.

We found that when we looked at this business and we started talking, we did go at the programs first, and we did begin to see where were the bottlenecks and what was happening to children there, and we asked for many reports. We got the longitudinal study on dropout prevention. We are now in the midst of having the school system create a student survey, a questionnaire, for students to tell us why they are dropping out.

We have a number of programs that we have created, and I would like to mention one that is not in the testimony, and that is the Ocean Reef experience which brings in the private sector. Harper Sibley is a multi-millionaire with a posh resort in Key West almost, and he created a program. He asked me to work with him on a program, and that was called the Dropout Council. We created a program that brought in about 110 inner-city youngsters who had earned the right to be there. There are three full days of activity in behavior, and the main thing these youngsters learn there is coping skills. I think that is one of the things that we don't ever think about in the school system, how to teach a youngster how to cope with life, cope with the difficulties. That is one thing that happens at the Sibley seminar.

I have to talk with you just a little bit about our recent disturbance. I would just like to mention that I think that the absence of hope that an education can create was a part of what created that

disturbance in our community. I think that if people were engaged in jobs and had things that they would have been able to acquire, they might have been more engaged in doing those things than some of the negative behavior we saw displayed.

There were some statements made regarding people believing in education. We have to understand that we are dealing with the issue of self-esteem, and self-esteem comes from self-confidence, and self-confidence comes from being able to be involved in successful experiences where you achieve something. A lot of our youngsters have never achieved anything, and very few of them have been told how valuable and how unique and how special they are.

I would just like to give you a little sketch of two neighborhoods. A child from a middle-income neighborhood comes to school. He leaves home. Sometimes the mother is at home. Most of them are working these days, but even then it is a very nice neighborhood. The areas are well patrolled by police; there is some degree of safety assured. The lawns are very nicely manicured. The garbage is picked up regularly. His environment tells him, if nobody else ever says it, this youngster from the middle-class background is told all day, every day, "You are valuable; you are important; look at all the good things we do for you."

Then we look at this child, and we say he goes Martha's School, just for the heck of it; I don't want to name any. But here is another child in another neighborhood, a low-income neighborhood. This child—the vast majority of them come from homes where the mother may work at a minimum wage job, or she may be on welfare, or we see them on some other form of public assistance. The neighborhood is a breeding ground of drug-related deaths and violence. The child lives an unsafe life. He is prey to gangs and those who are older. Police are there primarily to arrest law-breakers. There are few recreational areas and not very well managed when they exist. There is missing equipment. Missing equipment is the order of the day. There are few single-family homes in this neighborhood, mostly one-room flats and concrete jungles owned by equity landlords. Zoning codes are willfully violated, and if he sees grass it is very minor, very little, very sparse.

You take this child. He also goes to Martha's School, and he must compete with the child from the other neighborhood on the same level, with the same degree of responsibility for passing all the tests, and we ask, "Why is this child failing?" It starts with the environment. It is not just the school, it is not just mother and daddy, it is the environment. It are the conditions of life, the quality of life issues that we must impact.

So I just want to have that sketch understood, that we must watch what we are asking children to do. I think it is remarkable that so many of them get through with flying colors, given that kind of dichotomy in terms of where they come from and what they have to endure.

I also would like to point out one other thing to you. I like your bill. H.R. 670 is a beautiful thing to behold. But I must ask that we examine whether or not we should be putting all of the money on the end group instead of on the beginning. I think that we need to look at the youngsters who are beginning school, because what we

are doing on the high school level is curative, and what we ought to be doing is preventive.

I don't want you to change the curative, I just want to see some emphasis given to other schools and other grades being able to pursue some of those funds. For example, I believe that one of the things we ought to be doing is to have an ungraded portion of school. I think we ought to disabuse ourselves of the notion that all kids are ready to learn at age 6 and that they go to first grade at age 6, because we have data that tell us that if a child is retained even one year it causes him to have four out of five chances of dropping out.

I hope I said that statistic correctly. But I think the message I am trying to get across is that retention causes the child to drop out more readily than nonretention. So if we can get a youngster where he does not have to deal with the business of being retained, and being ridiculed, and being ostracized because he is in that grade, if we can extend that ungraded portion until the child learns the threshold skills he needs for first grade, he can have a more effective progress through the grades.

What I am saying is that early success in school is the best means of preventing dropouts. If you let him be successful, you let him learn how to read very early, you will find that he will do very well.

I have one other thing, Congressman Pepper. We have in our council a motto. It says, "Is it good for our children? Is it good for children?" What that means is, whatever we are doing, is it good for our youth? We are trying to put the onus back on adults to become the role models they need to be for youngsters, to become cognizant of the impact that every adult has on children.

I think that what we fail to remember is that the guardianship of our children should be society's highest calling, because they are too small, too powerless, and too unknowing to protect themselves from renegade and uncaring adults.

So we ask to have a campaign, a campaign that starts talking to adults about what they are doing in front of children, what children see them doing, because they are going to adapt the behaviors. All I am saying is that we are the ones that set the stage.

I think your bill is good for children. I think that what the Dade County school system is doing is good for children. I just believe that we have got to be more cognizant of the fact that people mind that which is watched. So the evaluation element is highly effective and appropriate, and it needs to be, if anything, expanded to more of the programs.

Mr. PEPPER. Thank you very much, Ms. Thomas. You have given us a new slant on this subject which is valuable to us.

Any questions?

Mr. HAYES. No questions, Mr. Chairman.

Mr. PEPPER. Thank you very much, Ms. Thomas. You have been very helpful to us.

Ms. THOMAS. Thank you.

Mr. PEPPER. Next is Dr. Marvin Dunn. This is a panel. Will you all come up to the front, please. Dr. Marvin Dunn, director of the Academy for Career Education, associate professor, Florida International University; Mr. Guarione Diaz, president and executive di-

rector, Cuban-American National Council; Mr. Raul Martinez, executive director of Aspira; and Ms. Marci Lindemann.

Dr. Dunn, we are pleased to have you. Please give us your statement and a brief summary of what you have to say.

STATEMENT OF MARVIN DUNN, DIRECTOR, ACADEMY FOR CAREER EDUCATION, ASSOCIATE PROFESSOR, FLORIDA INTERNATIONAL UNIVERSITY

Mr. DUNN. Certainly, Congressman. Thank you for the opportunity to make a statement this afternoon.

I am the principal or director of an alternative high school here in Dade County for youngsters who have either dropped out of high school or who have been identified as being at extreme risk of dropping out of high school.

We have 140 students. This is a community-based program which operates under a contract with the Dade County school system. We have grades 9 through 12. On any given day, 92 percent of our students are in school. Since we began eight years ago—with Federal help, I might add—all but three of our students have passed the State assessment test.

Our school is a very traditional school in many ways. It emphasizes academic performance above all else. We have a waiting list of some 80 students to enter our program. It is a totally voluntary program, incidentally.

In our eight years of working in dropout prevention, I have come to the conclusion that dropout prevention cannot be solved in isolation. I have reviewed the bill before the committee, before the community, and before the nation, and I see it as a ho-hum piece of legislation which probably will not have any ultimate effect on the long-term problems involving dropout prevention.

What must happen is that the social decay and deterioration, violence in our inner cities, particularly, must be addressed in a comprehensive fashion beyond what this piece of legislation is able to do.

Of utmost importance is the problem of family disintegration. If we were to educate to the fullest every student who comes into our program, we are still faced with the uncomfortable reality of having to have those students go home every night to some of the most horrendous conditions that you can imagine—indeed, which I am sure you know as Members of the Congress.

I wish to submit several recommendations which I think perhaps could extend beyond the parameters of the legislation under consideration but which I think are appropriate if we are really going to address the problem in some meaningful way.

The difficulties in the ghetto are pretty simple. There are not enough men who live there, not enough good men who live there. Three weeks ago, I had an article published in the Miami Herald which outlined several steps which I think begin to address this problem and I think also directly the dropout prevention problem. We must raise this need to have black men return to the ghettos, especially black men. We must raise that cause to a national level. We must get young educated black men, in particular, to return to the ghettos as mentors, particularly to single-parent families.

I would love to see a program in which young black men coming out of colleges and universities around our nation feel called upon to return to the black community for two years of national service, during which time they would pay no income taxes, would be provided free housing, and would serve as mentors to 8, or 10, or 12 families of single women.

A ghetto child should know that, perhaps he doesn't have a father, but for one or two days of the week a black male, a positive, strong, black male would be available to help him, to care for him, to guide him, to do the things for that child that many of us, of course, wish we could do for our children if we were not so busy. This is critical. We have got to find alternative family structures to address the disintegration of the black family in the inner cities.

Second, ghettos should be razed and replaced with affordable, comfortable housing which is managed by community-based groups and not the Federal Government. With the exception of national defense, the Federal Government has been perhaps most inept in the area of managing public housing. It should be turned over to community-based groups who can set the standards for who can live in these houses and who can be much more stringent in their standards than can the Federal Government.

Really, the housing should be clustered so that 20 or 30 single-parent families can live together and support each other in rearing the children, that these mentors could be available to work with these children, particularly with respect to education and the importance of keeping children in school.

Family counseling centers that deal with some of the problems that our young people face and problems that their parents face in trying to rear them under these circumstances would be available in these communities.

As far as all of these services are concerned, particularly the clustering of families so that single mothers can have help and helping each other to rear their children, that is a condition of living in these comfortable community-based, community-controlled housing units, that women would agree to forego welfare payments. AFDC has been that; welfare in general has been the most devastating and negative impacts in the course of our country's development.

Finally, very briefly with respect to schools in particular, I would submit that it is absolutely necessary for inner-city schools to be open more than they are, that indeed it would be extremely helpful if some schools in some high-risk, high-crime areas could have housing on campuses for some staff members. This would dramatically reduce vandalism, would have available to students warm, caring, effective teachers, would be in on normal school hours. People who agree to teach and work in schools in ghettos with high dropout rates would also receive certain tax rebates or tax incentives for doing so, in addition to the availability of free housing.

Finally, I would submit that if we are going to attack the problem of dropouts, it is absolutely necessary that schools assume a much more active role in so doing and that that role as we now conceive it be expanded such that a lot of social and psychological services that children and their families need be provided.

Thank you very much.

Mr. PEPPER. Thank you very much, Dr. Dunn. You have made a valuable contribution.

Next is Mr. Guarione Diaz.

Mr. Diaz, would you put your statement in the record, and please give us a brief summary of your recommendations.

STATEMENT OF GUARIONE DIAZ, PRESIDENT AND EXECUTIVE DIRECTOR, CUBAN-AMERICAN NATIONAL COUNCIL

Mr. DIAZ. Good afternoon. My name is Guarione Diaz, and I am president of the Cuban-American National Council.

The Council is a private, nonprofit, national Hispanic organization that provides a variety of services to individuals in need, and we are actively engaged in educational issues and dropout prevention.

First, I would like to thank the committee for inviting me to testify before you and, more importantly, for your concern with the educational betterment of all Americans. We don't think it is necessary to restate many statistics already available that clearly indicate this country is facing a serious educational crisis and that minority groups, particularly Hispanics and blacks, are primarily affected by it.

Instead, it may be better to point out that this is one of the few issues around which there is a developing consensus in America. It does not really matter whether this concern for better education arises from the sad realities of disadvantaged children in our family or in our community or from a love of children in general, but perhaps in the realization that our own economic system and competitiveness in world markets is being seriously affected by uneducated and undereducated citizens.

After years of neglect and experimentation, we are finally concluding that we need to teach our students to read, to write, and to count before we set more complex and debatable goals, that private industry is reaching the point of either becoming basic educators or else engaging in blatantly discriminatory hiring practices, and that the future social and human costs of illiteracy and school desertion far outweigh the massive deployment of educational resources now.

I sense we are close to reaching those conclusions, if we haven't already, but in spite of it we may not be equally sure of how to solve our current educational problems in a speedy and cost-effective fashion.

Let me then, in summary, share my views on this matter. First, I believe we need a national commitment, a clear national will to prioritize education from now until the twenty-first century; two, we need to share that will with all Americans through a national media and every institutional network until the issue becomes an obsession or to the point of boredom if need be; thirdly, we need an explicit commitment of public resources for a ten-year period, if not legislatively at least through an explicit declaration of this Congress and the executive branch; fourth, we must immediately pass initiatives such as the bill H.R. 670 introduced by Congressman Pepper and help every school and school system where children are not learning or not even staying in school; and, finally, we must

require the involvement of private institutions in the generation of new educational resources.

The Cuban-American National Council joins this subcommittee and Congress in your efforts to improve the nation's high school completion rate, hopefully not as a near goal or as a complementary legislative measure but as a top national priority of all American leaders.

Thank you very much, and I will submit my testimony.

[The prepared statement of Guarione Diaz follows:]

Cuban American National Council, Inc.

Testimony by

Guarione M. Diaz, President

CUBAN AMERICAN NATIONAL COUNCIL

before

The Subcommittee on Elementary, Secondary, and

Vocational Education

Committee on Education and Labor

U.S. House of Representatives

Miami, Florida

February 13th, 1989

300 S.W. 12th Avenue, Third Floor, Miami, Florida 33130-2038 (305) 642-3484

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GOOD MORNING:

MY NAME IS GUARIONE M. DIAZ AND I AM PRESIDENT OF THE CUBAN AMERICAN NATIONAL COUNCIL.

THE COUNCIL IS A PRIVATE NON-PROFIT NATIONAL HISPANIC ORGANIZATION. WE PROVIDE A VARIETY OF SOCIAL SERVICES TO INDIVIDUALS IN NEED, AND ARE ACTIVELY ENGAGED IN EDUCATIONAL ISSUES AND DROPOUT PREVENTION.

FIRST, I WOULD LIKE TO THANK THE COMMITTEE FOR INVITING ME TO TESTIFY BEFORE YOU, AND MORE IMPORTANTLY FOR YOUR CONCERN WITH THE EDUCATIONAL BETTERMENT OF ALL AMERICANS.

I DON'T THINK IT IS NECESSARY TO RESTATE THE MANY STATISTICS ALREADY AVAILABLE THAT CLEARLY INDICATE THIS COUNTRY IS FACING A SERIOUS EDUCATIONAL CRISIS, AND THAT MINORITY GROUPS PARTICULARLY HISPANIC AND BLACK ARE PRIMARILY AFFECTED BY IT.

INSTEAD, IT MAY BE BETTER TO POINT OUT THAT THIS IS ONE OF THE FEW ISSUES AROUND WHICH THERE IS A DEVELOPING CONSENSUS IN AMERICA.

IT DOES NOT REALLY MATTER WHETHER THIS CONCERN FOR BETTER EDUCATION ARISES FROM THE SAD REALITIES OF DISADVANTAGED CHILDREN IN OUR OWN FAMILY OR COMMUNITY, OR FROM A LOVE OF CHILDREN IN GENERAL, OR FROM THE REALIZATION THAT OUR OWN ECONOMIC SYSTEM AND COMPETITIVENESS IN WORLD MARKETS IS BEING SERIOUSLY AFFECTED BY UNEDUCATED AND UNDEREDUCATED CITIZENS.

AFTER YEARS OF NEGLECT AND EXPERIMENTATION WE ARE FINALLY CONCLUDING THAT:

1) WE NEED TO TEACH OUR STUDENTS TO READ AND WRITE AND TO COUNT, BEFORE WE SET MORE COMPLEX AND DEBATABLE GOALS,

2) THAT PRIVATE INDUSTRY IS REACHING THE POINT OF EITHER BECOMING BASIC EDUCATORS OR ELSE ENGAGING IN BLATANTLY DISCRIMINATORY HIRING PRACTICES, AND

3) THAT THE FUTURE SOCIAL AND HUMAN COSTS OF ILLITERACY AND SCHOOL DESERTION FAR OUTWEIGHT A MASSIVE DEPLOYMENT OF EDUCATIONAL RESOURCES NOW.

I SENSE WE ARE CLOSE TO REACHING THOSE CONCLUSIONS, IF WE HAVEN'T ALREADY.

INSPITE OF IT, WE MAY NOT BE EQUALLY SURE OF HOW TO SOLVE OUR CURRENT EDUCATIONAL PROBLEMS IN A SPEEDY, AND COST EFFECTIVE FASHION.

LET ME THEN IN SUMMARY, SHARE MY VIEWS ON THIS MATTER:

1) FIRST, WE NEED A NATIONAL COMMITMENT, A CLEAR NATIONAL WILL TO PRIORITIZE EDUCATION FROM NOW UNTIL THE 21ST CENTURY,

2) SECONDLY, WE NEED TO SHARE THAT WILL WITH ALL AMERICANS THROUGH OUR NATIONAL MEDIA, AND EVERY INSTITUTIONAL NETWORK UNTIL THE ISSUE BECOMES AN OBSESSION... OR TO THE POINT OF BOREDOM, IF NEED BE,

3) THIRDLY, WE NEED AN EXPLICIT COMMITMENT OF PUBLIC RESOURCES FOR A TEN YEAR PERIOD, IF NOT LEGISLATIVELY, AT LEAST THROUGH AN EXPLICIT DECLARATION OF THIS CONGRESS AND THE EXECUTIVE BRANCH,

4) WE MUST IMMEDIATELY PASS INITIATIVES SUCH AS HR BILL 670 INTRODUCED BY CONGRESSMAN PEPPER, AND HELP EVERY SCHOOL AND SCHOOL SYSTEM WHERE CHILDREN ARE NOT LEARNING, OR NOT EVEN STAYING IN SCHOOL, AND

5) WE MUST REQUIRE THE INVOLVEMENT OF PRIVATE INSTITUTIONS IN THE GENERATION OF NEW EDUCATIONAL RESOURCES.

THE CUBAN AMERICAN NATIONAL COUNCIL JOINS THIS SUBCOMMITTEE AND CONGRESS IN YOUR EFFORTS TO IMPROVE THE NATION'S HIGH SCHOOL COMPLETION RATE, HOPEFULLY, NOT AS ONE MORE GOAL; OR AS A COMPLIMENTARY LEGISLATIVE MEASURE, BUT AS A TOP NATIONAL PRIORITY OF ALL AMERICAN LEADERS.

Mr. PEPPER. Thank you. You have made an important contribution to our hearing, Mr. Diaz. We appreciate it.

Mr. DIAZ. Thank you.

Mr. PEPPER. Thank you very much.

Next we will hear from Mr. Raul Martinez. He is the executive director of Aspira.

Mr. MARTINEZ. Good afternoon, Congressman.

Mr. PEPPER. Give us your statement in the record, and give us a brief summary of your recommendations, please.

STATEMENT OF RAUL MARTINEZ, EXECUTIVE DIRECTOR, ASPIRA

Mr. MARTINEZ. Good afternoon, Congressman Pepper and committee members.

I am here before you representing Aspira of Florida. My testimony will focus on the role of community-based organizations and the issue of dropout prevention and retention. I will also be speaking on behalf of the Aspira Association, which was founded in 1961 by a group of concerned citizens and community leaders and professionals in New York City who met to discuss back then the alarming dropout rate of Hispanic students and the socio-economic conditions of the Puerto Rican community. Through their efforts then, Aspira was formed as the first nonprofit organization in the United States dedicated to encouraging and promoting education and leadership development among Latino youths.

In the 28 years they have followed, Aspira has expanded offices to the State of Illinois in Chicago; to the State of New Jersey in Trenton, and Patterson, and Jersey City, and Camden; to Philadelphia in Pennsylvania; to Carolina in Puerto Rico; and, most recently, here to Dade County, Florida, in 1961.

Throughout our programs at the national level, we have assisted 14,000 Hispanic youth. Over 3,000 of these youth are placed in postsecondary education. Currently, Aspira of Florida operates a school dropout prevention leadership development program in Dade County, and through the assistance and cooperation of the Dade County public school system we operate an Aspira Club in 12 junior and senior high schools.

The uniqueness of the Aspira Association is not limited only to Hispanic youth. We not only serve a large amount of all the subgroups of the Hispanic population throughout the Aspiras, but we also serve at least 30 percent of non-Hispanic youth mainly from Haitian and ethnic American descent.

This past year, Aspira of Florida documented a 98 percent retention rate among its Aspirantes and a 77 percent placement of students in postsecondary education; 90 percent of all of our students are classified as high risk with 10 percent serving as positive peer role models.

In 1985, the Office of Educational Accountability of Dade County Public Schools documented that, of all the students dropping out, 44 percent were Hispanics. That study did not go into detail on why they were dropping out. From our own studies and experiences, there are several key factors here: grade retention of one or more years, economic need, language differences and difficulties,

alienation attributed mainly to low self-esteem, and what I consider to be life within a cycle failure.

Just to summarize then our recommendations for this committee, distinguished Congressmen, Aspira offers the following set of recommendations: a serious analysis of policy of grade retention, especially for non-English-speaking students and greater innovation in scheduling small groups of students who are failing classes to be placed with peers of their own age; a national youth employment policy which would include emphasis on mentorships, scholarship incentives, and career counseling; a firm commitment to bilingual education with the necessary resources and proper training of teachers as well as increased programs for English proficiency for adults; policies that involve Hispanic parents in the educational programs of their children; and, lastly, the educational policy to provide for more individual contact with students by teachers, counselors, and adult collaborators from community-based organizations.

I guess the bottom line here is that community-based organizations offer a unique opportunity to address this issue. The Aspira Association has been addressing the dropout issue since the early 1960's. Our individualized approach, our community-based approach to the problems that affect the youth who are dropping out provide a natural incentive for the school system.

I guess what I am saying is that the schools cannot do all the work themselves. The issue of dropouts is really not only a school issue but a community responsibility, and community-based organizations provide the means to cooperate in working partnerships.

Your bill is supported by Aspira of Florida, Congressman Pepper. We would like to recommend that the bill also be structured to include community-based organizations that have established a track record in preventing kids from dropping out of school and pushing them on to college.

Thank you.

[The prepared statement of Raul Martinez follows:]

TESTIMONY BEFORE THE U.S. HOUSE OF REPRESENTATIVES SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

THE ROLE OF COMMUNITY-BASED ORGANIZATIONS IN THE DELIVERY OF DROPOUT PREVENTION AND RETENTION SERVICES HR 670

PRESENTED BY:

RAUL MARTINEZ
EXECUTIVE DIRECTOR
ASPIRA OF FLORIDA, INC.
2902 NW 2ND AVE.
MIAMI, FLORIDA 33127
(305) 576-1512

Good morning, Congressman Agustus F. Hawkins and Committee members. My name is Raul Martinez and it is an honor for me to come before this hearing and legislation to improve the Nations High School completion and retention rate.

I am testifying before you on behalf of ASPIRA of Florida, Inc., a Hispanic community-based organization in which I serve as Executive Director. Besides holding a Masters of Science Degree in Education from the University of Bridgeport. I have over seventeen (17) years of community organizing experience, which extends itself from the inner-city of Rochester, New York to the urban and rural environment of Puerto Rico and most recently to South Florida, where I have been front line outreach worker with youth gangs, in South Miami Beach.

Allow me to also introduce the organization I represent, ASPIRA of Florida, Inc. ASPIRA's mission is the development of a better educated more community concious youth. Central to this mission are three major goals designed to prepare our youths as the future leaders of our community:

Civic Pride:
- to develop the leadership potential of Hispanic youth and to foster a commitment to dedicate their skills to the advancement of the community;

Self-Esteem:
- to motivate, orient, and assist Hispanic youth in their intellectual, personal, and cultural development through counseling and educational services;

Advocacy:
- to advocate for greater access to quality education-al leadership programs and opportunities.

ASPIRA of Florida firmly believes in the development of other minority youth and to that end it also commits its efforts and resources.

ASPIRA of Florida is a member of the National ASPIRA Association, Inc., which was founded in 1961 by a group of concerned community leaders and professionals in New York City, who met to discuss the alarming drop-out rate of Hispanic students and the social and economic conditions of the Puerto Rican community. Through their efforts, ASPIRA was formed as the first non-profit organization in the United States dedicated to encouraging and promoting education and leadership development among Latino Youth. In the ensuring twenty-eight (28) year, ASPIRA has expandedto include Associate ofices located in Washington D.C.; New York City; Newark, Jersey City, Paterson, Camden, and Trenton New Jersey; Philadelphia, Pennsylvania; Chicago, Illinois;

Carolina, Puerto Rico, and most recently Dade County, Florida, founded in 1981. Its programs assist an average of 14,000 youths annually; over 3,000 of these young Latinos are placed in postsecondary educational institutions each year through the assistance of ASPIRA.

Currently in Dade County, ASPIRA operates a School Drop-Out Prevention/ Leadership Development program with community based outreach components of youth gang prevention and early awareness, substance abuse and AIDS education; a Public Policy Leadership Program and a Hispanic Community Mobilization Project for Dropout Prevention. The **ASPIRA PROCESS** mandates a holistic approach to improving the educational and personal development participant youths and family members. With the cooperation of the Dade County Public Schools, ASPIRA maintains its programs in twelve (12) junior and senior high schools targeted because of their high dropout rates, students over population, low counselor pupil ratio, insufficient or lack of Hispanic counselors, as well as for other characteristics that render the students to be identified as "at risk". The uniqueness of the ASPIRA Association is that we not only serve individual of all Hispanic subgroups but also non-Hispanics as well. ASPIRA of Florida this past year (fy 87-88) documented a 98% retention rate and a 77% placement of students in post-secondary institutions. Its demographic break down consisted of 70% Hispanic and 30% Haitian and African American. At least, 90% of the students served are considered at-risk with the other 10% serving as positive peer models. The focus of my testimony today is not to overwhelm you with frightening, statistics regarding the school dropout rate and its relation to the future of our country. I know, Congressman, you fully understand and grasp the enormity of the situation. The pending legislation Bill HR 670 before the House Committee on Education and Labor is a guide for action. I rather trust to highlight some areas of concern that in particular affect Hispanic youth and the Hispanic community.

In 1985, according to the office of Educational Accountability for the Dade County Public Schools, 44% of all school dropouts were Hispanic. The reasons for these youth dropping out are not detailed in their statistical abstract. However, studies that have been conducted in recent years in Dade County and our own observations and experiences indicate several key factors in explaining the Hispanic school drop out:

1. grade retention of one or more years
2. economic need
3. language difference/difficulties
4. alienation/atributed to a low self esteem
5. life within the "cycle of failure"

This is not to ignore other factors such as academic failure, etc., as profiled in the identification of potential dropouts.

The practice of repeating an entire school grade for failing to have learned and passed the subject material is not a new phenomena, nor should its detrimental consequences on a child be a startling relevation to us. As far back as 1909 when Professor Leonard Ayers conducted the first study of high school drop outs in the U.S., he found the single leading factor of why kids drop out to be "grade retention". The rapid emotional, psychological and physical changes children experience from one year to the next require that policy makers and educators be more sensitive and accomodating. With more and more Hispanic immigrant children entering our Florida schools every year, we cannot afford to continue using this practice as a method to teach the child. A fifteen year old in the sixth grade with eleven year old peers will not remain in school for very long.

The economic reality of Hispanic families places heavy pressures on their youth, especially the male teenager. Male Hispanics drop out for such reasons in greater numbers than any other group. The traditional values and sex-role expectations of Hispanics need to be understood in the context of real economic hardships. Even with Hispanic families that do not suffer poverty, the financial burden to support those "extras" for the family (e.g. second car) are inordinately placed on the Hispanic male. While work experience programs implemented at the school level are very important, additional programs need to be created which provide: (A) mentorship by an adult at every work place (B) scholarship or bonus incentives if the student remains in school (C) counseling on career choices that bridge the gap between the realities of our technological market world and the student's often mistaken illusions of the job market.

In the 1950's a high school drop out still earned 98% of the average income of a graduate. Today it is estimated that a high school graduate will earn $250,000 more in a lifetime than a drop out.

Partnerships between employers, the schools and programs implemented by community-based organizations and private agencies for students need to be promoted and endorsed by a national youth employment policy which Congress should enact.

While there may be some today who wish all foreign-speaking people in the U.S. would disappear, the fact remains that we are becoming a more mixed population with Hispanics becoming the fastest growing minority. Bilingual education has made the transition to learning in the English language more effective. Proficiency in English is a goal all Hispanics treasure and we endorse such initiatives as the English Proficiency Act. However, our Hispanic children suffer and experience academic failure if they are exited from bilingual programs before they are ready to be immersed in an all English classroom. Such a practice only serves to promote academic failure and frustration. Hispanics need to be assured

that our federal government is committed to Bilingual Education at the same time that more research needs to be conducted and improvements made in these programs. Likewise, parents and adults who do not themselves speak English need to have more language programs funded and made available to them.

True outreach to the Hispanic parent must also be the cornerstone to every educational initiative if it is to be successful in retaining our students. There should not be any contradiction in a policy that respects the unique linguistic and cultural patterns of a community and concomitantly promotes the learning of the English language.

Boredom and alienation are often cited as reasons for dropping out of school among all ethnic groups. A 1984 Grand Jury investigation of school drop outs in Dade County re-confirmed this impression by the drop-outs themselves. What to do about this lack of identification with the school, its teachers, programs, activities and values is a disturbing question. Perhaps our answer can be found in what Hispanic students described as the missing link for them in school, i.e. "someone who cared". In a national study sponsored by The National Commission on Secondary Education for Hispanics, which included Miami, Hispanic youths cited not having someone they could relate to, confide in, who cared for them in school as a stark and lonely reality. Educational policies that increase teacher-pupil ratio, that do not allow for less paper work and more student contact hours by counselors, that do not allow for student involvement in extra curricula activities unless a certain grade point average is maintained, that do not prioritize the hiring of more Hispanic counselors, all discourage the human interaction and basic "caring" for our students.

One of the primary advantages community-based organizations provide schools with are those extra role models and caring adults that reach out to the students.

Our schools cannot any longer afford to be understaffed and over-populated if we are to effectively reach and relate to our students. We cannot blame the student for being "turned off" ; we must institute programs that will motivate and involve the student at a personal level.

In summary, Aspira offers the following set of recommendations and priorities:

(1) A serious analysis of the policy of grade retention, especially for non-English speaking students, and greater innovation in scheduling small groups of students, who are failing classes, to be placed with peers their own age;

(2) A national youth employment policy which would include emphasis on (a) mentorships (b) scholarship incentives (c) career counseling;

(3) A firm commitment to bilingual education with the necessary resources and proper training of teachers, as well as, increased programs for English proficiency for adults;

(4) Policies that involve Hispanic parents in the educational programs of their children;

(5) Educational policies that provide for more individualized contact with students by teachers, counselors, and adults collaborating from community-based organizations and agencies.

In addition, Aspira believes that policy makers at all levels must recognize and become sensitive to the increasingly diverse Hispanic populations of our communities, especially Florida. The changing demographics no longer indicate a homogeneous Hispanic culture in Dade County. A recently arrived Nicaraguan child, a Puerto Rican youth from New York, and a Cuban-American student all bring varying values, expectations and learning styles that schools must appreciate in order to tailor more effective classroom teaching.

As a nation we are challenged by the devastating effects and waste of human and economic potential caused by our high school drop outs. Because of its dire consequences to all, we cannot continue to deal with the issue as a purely educational one delegated only to the schools. Community-based organizations, especially Hispanic and minority-runned ones, have long been concerned and have played a crucial role in assisting youths and parents. Partnerships with CBOs should be mandated in any legislation regarding the prevention of school drop outs.

The growing minority populations represent an underdeveloped national resource that will become increasingly important to our nation's economic, political, and military strength as the majority population ages. We must begin to adopt policies to current and future demographic realities that will ensure a quality of life that all our peoples can enjoy.

Mr. PEPPER. Thank you very much, Mr. Martinez. You have been very helpful to us. We appreciate it.

Mr. MARTINEZ. Thank you.

Mr. PEPPER. Any questions?

Thank you very much.

Next is Ms. Marci Lindemann, the 1987 Teacher of the Year.

We are honored to have you, and we would appreciate your putting your statement in the record and giving us a summary.

STATEMENT OF MARCI LINDEMANN, 1987 TEACHER OF THE YEAR

Ms. LINDEMANN. I have placed my prepared statement in the record and provided 20 copies for your careful perusal.

My name is Marci Lindemann. I am a language teacher at Ely High School in Pompano Beach, Florida, which is in neighboring Broward County.

Congressman Rahall, for your edification, I am also a graduate of West Virginia University—my degree in secondary education in English and Spanish there.

I will, in light of time, refer to some notes that I have made as I have listened to everyone who has testified in this hearing today. First of all, I do need to say also that I am actually speaking in representation of the National Education Association and that the NEA strongly supports the School Completion and Incentives Act, H.R. 670, sponsored by Representative Claude Pepper. We believe that programs funded under this act will make a significant difference in the lives of students served and ultimately in our nation's continued success.

One of the questions that we asked—or you all asked, as I feel a part of it—we asked the students, the teachers, the business representatives as they came up—was reasons for students dropping out. I would like to share with you a few of my thoughts and then very briefly six or seven case studies of students who have been in my classroom.

First of all, I would also like to make reference to a term "pushouts" as opposed to "dropouts," for some of the policies and procedures that we have practiced for too long seem to me to leave some students no alternative other than to leave the school system, these being inflexible structures; enormously large class sizes; regulations or policies that keep students stuck in the classroom and prohibit them from participating in any of the activities which these young people indicated were very important to their appreciation of the school system and giving them fewer and fewer reasons to stay on; frustration of low-grade or low-academic achievement which continues and continues and continues; poor reading abilities; dislike of school or dislike of teachers; discipline problems within the school that students don't understand why they can't be compensated for; early pregnancy; and I would like to refer to—I brought all my paperwork with me.

The National Center for Educational Statistics, part of the U.S. Department of Education, says that each year as many as 1.2 million females drop out of school because of pregnancy. There is another cite here: in 1983, 60 percent of all teens who had babies did not complete high school; almost 20 percent had not completed

ninth grade. For the teen parent, this lack of schooling, job skills, and work experience translates into half the lifetime earnings of a woman who waits until she is 20 to have her first child.

Often, again then, besides the early pregnancy, the need to enter the work force, and that may be to buy the automobile or to help support a family with a single-parent home who actually needs assistance.

Some of the students with whom I work personally are the children of parents with low educational achievement or children from broken homes. Some of them have been victims of abuse or neglect. Many have poor self-concepts and do not see school completion as the road to future success.

The strength of the bill that you are sponsoring is the funding partnership idea. I just returned from a week in Washington with Close-Up, during which time I was privileged enough to witness the vote on the Floor of the House regarding the pay increases. I did this with 16 students from my school. I would like to tell you a lot of things, but I really do want to keep this brief. In listening to President Bush's address Thursday evening, students felt a great deal of ownership in the idea that education was mentioned in this primary speech, one of the most significant moments of this new presidency. They felt very much that in that way they were addressed, that if public education was addressed, that that was them.

Another part of the bill that I find strong is the evaluation and accountability and the idea of sharing what works here so that it might work there, and, again, recognizing that everything that works in Minnesota won't work in South Florida. But the idea then, again, of setting that Federal priority to say to our students, whether they are pre-first, whether they are middle school students, wherever you are from, or high school students, or postsecondary, that education is a Federal priority not just a local priority.

Some of the things that I would also like to point out that the funding can provide for us—and this is various and sundry programs but some things that I wanted to mention as I went through. Peer counseling programs have been very successful in the school where I work. I just read in the Washington Post about a peer mediation program that is being used in some of the inner-city schools in the District area, where students alone, without administrators, without teachers, without parents, without outside counselors, are doing some of the mediation of, you know, this student is upset with this student, and so they are sitting down together and allowing some of those things to be worked out.

Multi-cultural awareness programs for the students and for teachers who are now facing a different demographic group of students than they have ever seen before in their lives and do not know how to deal with them; equity in education; drug prevention programs. I like the concept of the learning styles and teaching styles idea. For so long we were taught that there was one way to teach. Now we are learning that there are so many ways to learn that we need to teach in many ways as well, so that we have more chances of reaching each student in the classroom. Magnet programs, and activities, and so on.

At the elementary level, the Pride in Performance Program is putting a sense of pride in learning into the schools, and that is something that we have up in Broward County as well.

Our Partners in Excellence Program is also one that has been very successful in bring the business into the classroom and taking the classroom into the business area.

So one more point that I would make is on a program that is also at my school which is called the Southeast Consortium for Minorities in Engineering. We have identified a group of students. The school at which I teach is set in, I guess you could call it a low socio-economic level location. We have a vast diversity of students. This program has identified a group of students who normally would bottom out, not necessarily drop out but not excel. They have identified those students and grouped them together in some special programs providing two real basic things, I think, a lot of outside activities, a lot of exposure to things in the real world, and a great deal of support. That means that there is a classroom open in the school after the school hours with a teacher, and that gang of kids can get together and talk about whatever they want to.

Those are the kinds of things that this funding package can provide for, and I applaud your efforts, and I will gladly answer any questions anybody has.

[The prepared statement of Marci Lindemann follows:]

Mr. Chairman and Members of the Subcommittee:

I am Marci Lindemann, a teacher from Ely High, testifying on behalf of the 1.9 million-member National Education Association which represents professional and support education employees throughout the nation in elementary, secondary, vocational, and postsecondary schools. I appreciate this opportunity to speak to you today about an issue of critical importance to our nation's future: the need for federal assistance to address the problem of falling high school completion rates.

NEA strongly supports the School Completion and Incentives Act, H.R. 670, sponsored by Rep. Claude Pepper. We believe programs funded under this act would make a significant difference in the lives of students served and ultimately in our nation's continued success.

The Need for the School Completion and Incentives Act

The high number of students who do not complete their formal education through the high school level is a serious problem in the United States today. Nationally, the dropout rate is estimated at 30 percent. But this national average figure masks the severity of the problem in the inner city, among disadvantaged students, and among minorities. According to a 1985 report of the National Center for Education Statistics (NCES), some 23 percent of all white students fail to graduate from high school; among American Indian/Alaska Natives, the rate is 33 percent; among Blacks, the rate is 37 percent. Alarmingly, Hispanics fail to complete secondary education at a rate twice

that of whites. More than 50 percent of Hispanic youth dropout before high school graduation.

Most of our nation's largest cities have dropout rates far higher than the national average: 45 percent in the District of Columbia, 43 percent in Chicago and Boston, 42 percent in Los Angeles, almost 31 percent in New York City, and 29 percent here in Dade County. However, this is not a problem confined to some urban ghetto or barrio. In 1987, Florida ranked second after Louisiana in posting the highest dropout rate among the states: almost 39 percent.

Mr. Chairman, the vast majority of these students who fail to complete their education face limited economic prospects throughout their lives, for themselves and their families. As importantly, their frustration is a part of a true crisis in our nation. The system is failing for a full third of a generation. From an economic perspective, from a social perspective, and from the standpoint of a democratic society that thrives on an informed populace, we cannot afford to treat this generation as if it were expendable.

There was a time in our nation's history when literacy was not as essential as it is today. Within the context of a wide array of high-paying jobs in the manufacturing sector of our economy, it was possible for individuals to find jobs and prosper with only a limited educational background. But as we change from a manufacturing into an information society, we can no longer afford the luxury of allowing these young people to slip through the cracks. Not only are new jobs more concentrated in the

information and service areas, as opposed to manufacturing, even the responsibilities of jobs in the manufacturing sector are becoming more complex as decision-making moves from a top-down model to on-site and bottom-up models.

In addition, just as these new demands on workers have implications for the continued survival of our economy, our ability as a nation to meet these challenges has serious implications for the survival of Social Security and other retirement systems. In 1950, 17 workers paid the benefits of each retiree. By 1992, only thee workers will provide the funds for each retiree.

Causes of Dropouts Problem

The failure of so many of our young people to finish school is not the result of a single cause. Among the reasons students themselves cite for leaving school are frustration with poor academic achievement, poor reading ability, dislike of school or teachers, discipline problems, early pregnancy, or the need to enter the workforce. Many dropouts have few internal or external incentives for pursuing academic goals. Some are the children of parents with low educational achievement, some are the children of broken homes or victims of physical or psychological abuse or neglect. Many suffer from a poor self-concept or do not see school completion as the road to future success.

Because of the wide array of causes for dropping out, our educational system needs a comparably wide array of programs to address the needs of those students. Early identification of potential dropouts matched with programs to meet their physical,

social, and educational needs is an essential element of any successful dropout prevention program.

In recent years, there has been a move among the states to raise standards for high school graduation. NEA and its affiliates have been enthusiastic supporters and partners in such efforts with state legislatures and at the local school district level. But far too few of these actions to raise standards have been coupled with a corresponding growth in programs to help students meet these higher standards. It stands to reason that those who were not making it in the first place have an even more difficult time meeting greater expectations.

Programs designed to help students keep pace with their peers, including federal Chapter 1 compensatory education programs for disadvantaged students, have seen a marked decline in financial support at the same time the public is demanding higher standards. At present, less than 40 percent of students eligible to participate in Chapter 1 programs currently receive services. And Chapter 1 programs represent the lion's share of resources devoted to remedial education.

Another important factor, given the high dropout rates among Hispanics, is the inadequacy of bilingual education programs. At present, federally funded bilingual education program serve only about one-tenth of the students with limited proficiency in English. Admittedly, there are a number of state and locally funded bilingual education programs, but there remains a tremendous gap between the number of students whose primary language is not English and adequate programs to help students

gain English language skills without losing ground in academic subjects.

A comprehensive dropout prevention program must also include full support for programs that help young children at the beginning of their school experience. Extending access to quality child care and early childhood education programs, including Head Start, is properly viewed as part of a comprehensive dropout prevention strategy. Relatively small academic difficulties in the elementary grades tend to snowball into insurmountable problems at the secondary level.

Therefore, the first step in addressing high school completion rates is full support for existing programs that get at the core causes of school failure. And yet, at the same time, we need a program specifically designed to meet the dropout problem head-on.

Provisions of the Act

Despite the fact that some federal, state, and local programs to address the dropout problem already exist, the problem has grown so severe that it needs a strong national policy, such as the School Completion and Incentives Act. H.R. 670 would allow for local flexibility to meet local needs and circumstances. What is best for Louisiana with a 45 percent dropout rate may not be the best approach for Minnesota with a dropout rate of a little more than 9 percent.

The School Completion and Incentives Act would authorize $50 million in planning funds for fiscal years 1991 and 1992. Recognizing that a substantial commitment of resources is needed,

the Act would provide $1 billion each year for fiscal years 1993 through 1999 to make grants for state-based plans to increase the high school completion rate and to support dropout prevention strategies in local school districts. State involvement would be assured through the requirement that each state submit plans for reducing the dropout rate and through the requiring of matching funds and in-kind contributions. By the year 2000, it would be the policy of the United States that every American should complete the requirements for a high school degree or its equivalent.

NEA strongly supports the provision that at least 40 percent of the funds allocated under the Act would be provided to individual schools with high dropout rates, low aggregate achievement, or at least 30 percent poverty enrollment. Clearly, this approach targets funds to those areas where there is the greatest need, and — by providing funds directly to local school districts — the SCIA recognizes the importance of local autonomy in addressing this national problem. In addition, by submitting evaluations to the National Diffusion Network, this legislation would build in a mechanism for sharing successful dropout prevention strategies.

We commend you, Mr. Chairman, for your willingness to exert leadership in this important area. NEA looks forward to working with you as we work to extend educational and economic opportunity to all Americans.

Thank you.

Mr. PEPPER. Thank you very much, Ms. Lindemann. We appreciate your contribution very much.

Now we have two more witnesses. One is Dr. Barbara Gothard, director of corporate relations of Burger King Corporation.

Is Dr. Gothard here?

Ms. GOTHARD. Yes, I am.

Mr. PEPPER. Would you please make it brief. We are running late.

Ms. GOTHARD. I understand that.

Mr. PEPPER. We will place your written statement in the record.

STATEMENT OF BARBARA GOTHARD, DIRECTOR, CORPORATE RELATIONS, BURGER KING CORPORATION

Ms. GOTHARD. I will try to keep it as brief as possible but give you an overview of why a corporation that is probably more well known for flipping hamburgers than for most anything else happens to be involved in the support of education.

When you realize that we have within the domestic confines of the United States some 5,000 restaurants and in those restaurants we hire probably 250,000 people a year, and of that number 70 percent of them are between the ages of 16 and 24, I think you can begin to see why Burger King felt that education was a very natural area for us to focus on.

We started first in a program that I just simply call Where Altruism Meets Self-Interest, and I believe some of your staff members already have copies of the scholarship programs that we began four and half years ago at Burger King, one of which is simply called The Coeducational Assistance Program, and it is designed as an educational employee assistance program to allow the people who work in the restaurant or the crew members to earn up to $2,000 toward their postsecondary education. It gave us an opportunity for recruitment, and it also gave them an opportunity to increase their educational level.

One of the things that we are most excited about—and I did bring a videotape which is about nine minutes long, and I don't know if you will have time to see it this afternoon, and, if not, I would be glad to send a copy to each of you, because the program that we are embarking upon right now is being done in conjunction with an organization called Cities and Schools, which you may or may not be familiar with.

Mr. PEPPER. We would be glad to have it.

Ms. GOTHARD. Okay.

Cities and Schools is a nonprofit organization that has about a ten-year history of being very successful with the at-risk student. Burger King will develop a series of Burger King academies which will be alternative schools for at-risk students throughout the United States. I think it is a true sign of a partnership in which the business community, the education community—namely, the Dade County public schools—have joined us in this venture in piloting it here in Miami, and the Justice Department has funded a number of these programs to be built in the future—namely, ten at this point. I think that when you have business, and the community, and the school district, and the Government all working togeth-

er to set up programs like this, that is going to be the answer over the long haul.

So I know this has been a very long period of time for you. I applaud your efforts, because I think that without people like you making the effort to come forward and put in place legislation, that a lot of our young people are going to suffer drastically in the future.

I would like you to continue to encourage the business community specifically to not only become involved by word of mouth but also by putting some funds and some resources behind these programs, maybe in terms of matching grants, with the Federal Government, and I would just like to echo what Dr. Fernandez said this morning in terms of tackling the problem from both ends, meaning that we know that we have high school dropouts who are those people who are currently in the midst of the problem, but we can stem the problem if we start at the other end and attack the pre-school programs and provide funding and other sources for them.

With that, I will conclude my statement.

Mr. PEPPER. Dr. Gothard, we appreciate your being with us and the help of your company.

Ms. GOTHARD. You are welcome.

Mr. PEPPER. We know what it means to our community.

Ms. GOTHARD. Thank you.

Mr. PEPPER. Thank you very much.

We have one witness now, Ms. Charlotte Greenbarg, who is going to make a brief statement, and we welcome it very warmly.

Ms. Greenbarg.

STATEMENT OF CHARLOTTE GREENBARG, PRESIDENT, DADE COUNTY COUNCIL PTA/PTSA; FIRST VICE-CHAIRPERSON, DADE COUNTY COMMISSION ON THE STATUS OF WOMEN, NORTH DADE, FLORIDA

Ms. GREENBARG. Thank you, gentlemen and Congressman Pepper. I really appreciate your allowing me to do this.

We are sorry we don't have a PTA policy statement here, because we didn't know that you had a bill.

Mr. PEPPER. She represents the Dade County PTA.

Ms. GREENBARG. Thank you.

I am president of the Dade County Council PTA. We have over 58,000 members. We are the coordinating unit for all of the local units in the PTA. As I said, we don't know about your bill because we didn't know there were going to be hearings. We would have been delighted to have reviewed it and brought you an opinion.

Not to scold you but just to show you what perception is, we hear this morning from Mr. Tornillo and Dr. Fernandez—who are very, very supportive of our involvement, by the way—that that is crucial. The crux of this is the parental involvement, working with the businesses, working with the schools. Yet the message, the perception that one might have gotten by not being informed of the hearings is a mixed message. It is, "Yes, we want parental involvement, but we didn't tell you about the hearings." That is the problem with the kids. We see the schools every day. That is the problem.

They are told we care about them, but when it comes to coordinating activities and looking at the very, very good—and when schools are very, very good, they are very, very good, and when they are bad, they are horrid. When we tell them we are, and yet when we know what we have to do and don't do it, that's a mixed message. When we don't set the example, that is a mixed message.

If we could get a copy of the bill, we would be delighted to look at it and have the County Council take a look at it.

We would suggest that your evaluation component is crucial. If you don't have outside, independent evaluation of a program, you are never going to know if it works or it doesn't work.

We also suggest that we need to coordinate very carefully what is out there, because you have heard of a myriad of programs in the time that you have been here. There is a lot more out there. Coordinate what is there; find out what is working and what is not working. See where you can consolidate and save some money; that is a very important part of the issue.

I thank you for allowing me to speak impromptu, as it were.

Mr. PEPPER. We thank you.

Are there any questions?

Thank you very much, Ms. Greenbarg. We appreciate it.

I ask unanimous consent that the record may remain open for a period of five days to admit the statements of those unable to testify today. Is there objection?

The chair hears none, and the record will be kept open.

I want to thank my distinguished colleagues for being here today. I think we have heard some very valuable testimony that will be very helpful to your committee as you try to find the solution to this critical problem of education in our country. I am very grateful to each one of you for your kind attention in coming here today. Thank you very much.

[Whereupon, at 1:09 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows.]

Testimony by Roberta J. Arena
President
Citicorp Savings of Florida - Citibank Florida

Before the House Committee on Education and Labor
Subcommittee on
Elementary, Secondary and Vocational Education
On the Dropout Problem
February 13, 1989
Miami, Florida

Good morning.

I am Roberta Arena, President of Citicorp Savings of Florida and Citibank Florida. I am pleased to speak to you today on behalf of Citicorp and our more than 2,500 employees working in 10 separate businesses throughout Florida.

Senator Pepper, we share your deep concern about the dropout problem. We encourage the schools, government, the private sector, parents and, yes, students themselves, to work together to battle this scourge. We applaud your commitment to this fight and we appreciate the opportunity to discuss dropout prevention with you today.

Citicorp has a long-standing national commitment to improving the public education system. Throughout South Florida, Citicorp businesses donate thousands of dollars and invest countless hours in support of organizations which promote quality education.

Like any business, we benefit from the fact that the public education system graduates many superb students who are highly qualified to enter the job market in entry-level positions.

But the increasing problems and growing numbers of the high school dropout and those students still in school who are considered to be "at risk" of dropping out are cause for concern, cause for concerted action.

As you know, and as you have heard today, the dropout statistics are frightening.

To look at the numbers for a moment from a business perspective, $100 billion is spent on education annually — making it the largest industry in the United States. Obviously, if any other large U.S. industry reported a 25 percent product rejection rate, that industry simply would soon be forced out of business.

In past decades, when America's economy was dominated by its industrial base, we could reconcile ourselves to the dropout problem by consoling ourselves with the thought that most students who drop out could at least enter the workforce as "blue collar" workers.

But those industrial blue collar jobs are being replaced by service industry jobs with different colored collars, requiring different, more demanding skill sets. Today, the vast majority of dropouts do not possess the skills necessary to hold modern entry-level jobs.

Instead, as we have heard, these youth tend to drop from school ... and into unemployment lines, welfare rolls and prisons.

How does this escalating problem affect Citicorp? Why are we concerned?

As an employer, we are concerned about the quality of the labor pool from which we will draw tomorrow's new hires.

As a provider of financial services in an ever-changing, ever-more-sophisticated marketplace, we are concerned that our customers can write a check, balance their checkbook, understand a loan disclosure statement and manage their savings and investments to their optimum advantage.

And as a corporate citizen, taxpayer and an association made up of more than a thousand individuals, we are concerned about maintaining and improving the quality of life for our families in the communities in which we live and work.

At Citicorp, all entry-level, full-time positions require a high school diploma or a G.E.D. as a minimum qualification for employment. The same requirement is true for most major corporations. Throughout the country, entry-level positions requiring minimal basic skills are fast disappearing in banking — and just about everywhere else.

The teller who 15 years ago needed to know how to operate an adding machine now must be able to operate a computer terminal and service and balance an ATM. The back-office customer service representative, who 15 years ago would have had two weeks to wade through boxes of paper to answer a customer inquiry now must be able to navigate through various computer screens instantaneously while talking to a customer at the other end of a toll-free telephone line. The mortgage account executive who 15 years ago needed to know how to calculate the cost of a 20-year fixed-rate home loan now must be able to advise customers of the cost of dozens of fixed-rate and adjustable rate loans with varying terms and closing costs.

What will happen to today's unskilled dropouts in such an ever-changing technological environment?

Luckily, the educational system does not have to meet this challenge alone.

Business needs to help, wants to help and is helping.

Business involvement in education has become an accepted and sought-after practice.

Dade County Public Schools has been acknowledged as a leader in fostering business - education partnerships. Business partnerships in the battle to combat the dropout problem are not a new concept, of course. But what is new and critical to the success of these joint dropout prevention efforts is how we are working together to devise new and constructive ways for businesses to participate in a meaningful, effective way.

In the year-and-a-half since Citicorp Savings of Florida decided to focus its educational activities on dropout prevention we've undertaken a variety of initiatives. Some cost more than others, some relied more on volunteer support than money. Some were designed to educate the general public about the dropout problem, others were designed to assist school system staff working on the problem. Some programs and projects we originated; others the school system brought to us.

Briefly, here are some of the things we've done:

- We created and launched the Citicorp Success Fund, a $50,000 mini-grant program to fund innovative grassroots dropout prevention programs administered by teachers, administrators and community-based organizations.
- We conducted an intensive bi-lingual public educational campaign to inform the public how to identify a student at risk and where to turn for assistance and counseling.
- We had each of our local branches adopt a neighborhood school and focus their partnership activities exclusively on students at risk.
- We joined task forces and committees at the local, state and national level.
- We helped Dade County Public Schools publish a compendium of available dropout prevention programs and projects.

And there's more.

What's the bottom line for us?

We believe we made a difference.

The school system certainly has made us feel like we've made a difference.

We have the satisfaction that comes from working to help others. We've been able to leave our branches and meet hundreds of marvelous kids and scores of dedicated teachers. We've learned a lot about our community, our neighbors, ourselves and our fellow workers.

The collective investment in dropout prevention made by the businesses represented on this panel is significant in terms of both time and money. Other businesses may not have the time nor resources to make as large a commitment.

Educators ought to be prepared to provide businesses with alternative strategies for becoming involved — and businesses committed to the issue ought to go out and recruit others to lend their support.

We hope that, as you suggested in your introduction to H.R. 670, Senator Pepper, that President Bush's plans to make his the Education Presidency will mean a mobilization of the resources necessary to eradicate the dropout problem.

Our efforts must be farsighted. The dropout problem has a long history; it calls for long-range solutions and long-range funding commitments. If you agree that there can be no higher educational priority, then as legislators, you must be willing to support more than a one-year or even four-year plan if we are to be successful. If you can make that commitment, then educators need to be held accountable to establish and meet goals, to coordinate dropout prevention efforts with existing programs and to involve the private sector.

We agree with you, Senator Pepper, that dropouts add to the budget deficit. Allowing this problem to continue costs our nation dearly. Is it not fair, then, to suggest that the best guarantor for the safety, security and well-being of our nation's future lies with a well-educated, well-prepared and highly productive workforce?

Senator Pepper, your unwavering crusade for the rights of the elderly has made Floridians proud. We are most fortunate that you now are lending your expertise and leadership to the dropout problem.

Citicorp Savings wholeheartedly supports your commitment. We join you in urging the members of the Education and Labor Committee present today and your colleagues in Washington to pay now by supporting funding for dropout prevention programs ... for we will have to pay a far greater price later. By investing in our youth now, we are investing in our collective futures.